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HOUSING ELEMENT

of the

General Plan

ADOPTED BY THE WOODSIDE TOWN COUNCIL

February 25, 1997

Town of Woodside

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I. INTRODUCTION

2601 In 1980, the State Legislature enacted AB 2853 which requires all cities and counties to adopt a Housing Element pursuant to Government Code Section 65583 which specifies the scope and content of the document. The Housing Element must be revised at least every five years and the revisions must include a review of the Town's progress toward fulfilling programmatic objectives. In general, the State Legislature requires a Housing Element to include: (1) an assessment of housing needs and an inventory of resources and constraints, including the estimate of community housing needs prepared by the Association of Bay Area Governments pursuant to Section 65584(a); (2) a statement of community goals and policies; (3) a statement of quantified objectives relative to the maintenance, improvement and development of housing; and (4) a five-year implementation or action program.

2602 In 1988, the Town of Woodside adopted a General Plan which included a Housing Element. Part of the adoption process for this 1988 update of the Woodside Housing Element was included in the comprehensive review of the General Plan. Community meetings were held in the various Town neighborhoods. These meetings were also attended by members of the Town Council, Planning Commission and staff.

2603 As required by State planning law, an update of this Housing Element was to have been completed by mid-1990 to establish policies for the period 1990-1995. A draft November, 1990 Housing Element was reviewed by the State Department of Housing and Community Development. A January, 1991 comment letter from HCD requested additional information and analysis be performed to make the Draft Housing Element consistent with State law requirements. In 1992, significant Staff research on potential affordable housing sites was reviewed at a Planning Commission workshop. HCD's 1991 comments, the list of affordable housing sites, subsequent new data and analysis performed by Town Staff and consultants, and policy direction from Planning Commission and Town Council work sessions and public hearings form the basis for this update. Recent State legislation has extended the time frame for implementing this Housing Element to 1999.

2604 GOALS

The following goals and policies represent a restructuring and refinement of those adopted for the Housing Element of 1988 based on the Town's experience over the past several years. A review of the specific action programs is found in the Housing Program section. Additional goals and policies, which respond to the requirements of State law, are also included.

General Goals

G1 To provide adequate housing for all persons regardless of income, age, race, sex, or ethnic background.

G2 To assure a variety of housing types within the context of the Town's General Plan and existing physical constraints.

G3 To assure open and free choice of housing for all.

Specific Goals

G4 To provide opportunities for housing to meet the needs of those families and individuals who wish to live in a rural setting; that is, in quiet residential areas which provide privacy, separation from traffic, undisturbed terrain, extensive vegetation, and opportunities to keep horses and other animals.

G5 To maintain the character and quality of existing housing which is in good condition, and to improve the quality and character of housing wherever substandard structures are found.

G6 To assure that the character and quality of housing in the Woodside Planning Area is appropriate to the local environment, and that it provides adequate and safe housing for its occupants.

G7 To continue participation in subregional housing programs.

G8 To continue to request the extension of public transit routes along major traffic corridors.

G9 To promote the availability of affordable housing for single persons, small family households, senior citizens, and physically impaired persons and on-site employees.

G10 To continue the review of administrative and Planning Commission review processes in order to minimize housing development permit processing difficulties.

G11 To continue to inform housing construction permit applicants of all application requirements.

G12 To continue to allow rental accessory and second dwelling unit development through the Town Zoning Ordinance; and to explore other methods for rental housing provision within the community.

G13 To continue to allow the use of alternative housing such as factory built or mobile homes available within the community.

G14 To continue to encourage the inclusion of energy conservation features within new and existing housing and subdivisions.

2605 POLICIES

P1 The Town shall encourage the involvement of citizens in the study of housing and related issues and in the formulation of proposals to ameliorate housing problems.

P2 The Town shall work with nearby municipalities, the County, and non-profit agencies to investigate the possibilities of undertaking joint efforts to provide low and moderate income housing.

P3 The Town shall not utilize Community Development Block Grant funds currently turned over to the County Housing and Community Development Program for use in housing projects, until the Town has devised a more direct means of utilizing the funds for providing housing for low and moderate income persons.

P4 The Town shall support the efforts of public and private organizations to bring about more understanding of housing issues and to devise solutions to defined housing needs.

P5 The Town shall encourage private citizens and organizations, such as churches and clubs, to undertake projects related to housing and transportation for persons with special housing and transportation problems.

P6 The Town shall continue to facilitate the rehabilitation and/or expansion of existing housing units.

P7 The Town shall continue to refine and expand its policy of permitting moderate cost accessory rental units within all single family residential zone districts.

P8 The Town shall cooperate with agencies providing emergency shelter and transitional housing for the homeless and those in crisis.

2606 PROGRAM OBJECTIVES

01 The Planning Commission shall hold well-publicized forums to discuss housing issues and to gather citizens' input as needed in order to update this element of the General Plan.

02 The Planning Commission shall explore housing and related issues and report to the Town Council with recommendations at five-year intervals.

03 The Town shall continue to cooperate with surrounding communities and non-profit housing developers in filling the housing need goals established for the communities by the Association of Bay Area Governments.

04 The Town shall continue to consider the possibility of allowing residential projects, with medical facilities and ground transportation, for older persons.

05 The Town staff shall incorporate current census and other data into the Housing Element, when available, and to revise and refine the Element on the basis of such information and citizen input every five years.

06 The Town shall continue to respond to applications for the use of factory built and modular housing units, consistent with State law.

07 The Town shall continue to encourage the rehabilitation of existing housing units.

O8 The Town shall continue to support the provision of a sewage system to those areas experiencing waste disposal problems and will encourage sanitary service districts to prioritize service improvements for designated potential affordable housing sites.

09 The Town shall continue to encourage the use of energy saving features in new construction and in the retrofitting of existing units.

010 The Town shall continue to provide information and consultation to property owners and private developers in order to facilitate the construction of new housing.

011 The Town staff shall maintain an inventory of available sites for housing.

012 The Town shall continue to pursue vigorously the application of the Uniform Housing Code in order to preserve the existing housing stock.

013 The Town shall encourage the use of energy conservation measures in housing development through design review.

014 The Town shall review and permit housing with full consideration of the General Plan goals and policies, environmental constraints, and implementing ordinances.

015 The Town shall provide a referral service to link those persons experiencing discrimination in housing with public or private groups who handle complaints against discrimination.

016 The Town shall adopt an ordinance establishing procedures for a density bonus program as provided by State law.

II. SUMMARY HOUSING ELEMENT

POPULATION PROFILE & HOUSEHOLD CHARACTERISTICS

2607 The recent population growth rate in Woodside has been slow compared to previous periods primarily due to significant increases in land cost and the nearly complete buildout of the more easily developed land. The age of the Town's residents is shifting toward the older age categories, and the median age is higher than the County as a whole. The Town is primarily a bedroom community, with at least 78% of the workers working outside the community.

2608 The number of households in the Town has increased at a faster rate than the total population, in part because of the declining number of persons per household. Households are comprised largely of married couples and families. Household income greatly exceeds the average household income within the Bay Area and San Mateo County. Woodside housing values cover a range from moderate to high.

HOUSING NEEDS

2609 The Association of Bay Area Government's (ABAG) projected number of housing units needed by Woodside between 1988 and 1995 is 369. Subtracting the number of units built in 1988 and 1989 from 369, Woodside has calculated that the remaining assignment between 1990 and 1995 is 332 housing units. However, the projected housing need in Woodside is greatly overstated because two large land areas do not have the housing potential attributed to them in ABAG's analysis. Summit Springs, now known as Teague Hill, was initially attributed 75 units. This property was purchased by the Midpeninsula Regional Open Space District in 1988. The MROSD intends to maintain most of the land as dedicated open space. The Town estimates that the development potential of Teague Hill may range from 2 to 4 units.

2610 The other area, Whiskey Hill Estates (now known as Sandhill Estates), was attributed 22 units. This site has a complicated development history which began in 1989 when the Town changed the zoning for this site from SCP-5 (Special Conservation Planning, 5-acre minimum lot size) to SCP-10 (ten acre minimum size) as part of a Town-wide rezoning of environmentally sensitive properties. The measure effectively reduced the permitted density from 18-22 lots to 9 lots. The intent of the Town's 1989 rezoning program was to set forth more stringent development limitations on sites with steep slopes, streams, sensitive wildlife habitats, and other characteristics warranting special protection. In 1991, the property owners filed suit challenging the rezoning and a Settlement Agreement was signed rezoning the site to SCP-7.5 and further providing a number of development stipulations. The site was subsequently sold. In 1995, the Town Council approved a

Tentative Map for the project site containing nine (9) residential lots. Therefore, instead of 97 potential units, the total potential buildout for these two sites is 11 to 13 units.

2611 Within the broad need for new market rate and affordable housing construction in Woodside, special housing needs exist for the handicapped, senior citizens, rental housing for one-person and single parent families, and affordable rental units for persons engaged in equestrian and property management.

HOUSING OPPORTUNITIES

2612 Approximately 270 potential new housing sites have been identified in Woodside. Because of constraints of slope, earthquake faults, access, lack of sewer collection systems, lack of public transportation and distance from employment (among others), very little land is suitable for development of affordable housing. Development costs, such as land value, construction costs, and the cost of loans also constrain housing opportunities within the Town.

2613 However, the construction of new single family homes and certification of second living units as rentals make significant contributions to the housing stock. Second living units are allowed in all residential zoning districts and provide housing opportunities for singles and for low to moderate income families.

MEETING HOUSING NEEDS

2614 Through various programs and actions, Woodside encourages the creation of housing opportunities. Auxiliary housing units and factory built housing are allowed in all residential zoning districts. Mobile homes on foundations are allowed in certain zoning districts. Rehabilitation and modification of existing affordable housing is often allowed through the planning process.

2615 The Association of Bay Area Governments (ABAG) has estimated that 332 housing units will be needed between 1990 and 1995. It is important to note that a four-year time extension to 1999 has been granted to local jurisdictions for Housing Element implementation. The Town has concluded that opportunity will exist for all of these units to be provided during that time based on the analysis of available sites. In combination with other programs described in this Element, the creation of these units can meet or exceed the projected affordable housing need estimated by ABAG.

2616 The Town has analyzed sites that may be suitable for new low and moderate income housing development. This Housing Element identifies two sites totaling 18.5 acres that could be developed for affordable housing through a new Housing Element program to utilize an Affordable Housing Overlay Zone.

2617 Housing for people with special housing needs, such as seniors or the physically impaired, will be met by existing and projected housing.

III. HOUSING NEEDS ASSESSMENT

2618 The following information describes the setting in which the Town's housing needs occur and provides a foundation for assessing housing needs.

POPULATION

2619 Absolute Increase

The Town of Woodside experienced a decline in the rate of growth in the decade 1980-1990 in comparison to the previous decade; this decline in growth rate is consistent with the slowing growth rate in the County as a whole. As a result, population growth has not kept pace with earlier projections; notably, the 1980 population forecast prepared by the Association of Bay Area Governments (ABAG) of 6,246 has not been realized. The following table indicates the population growth over the past 30 years.

Woodside
Population Growth 1960–1994

	1960	1970	1980	1990	1994
Woodside Population	3,592	4,734	5,291	5,247	5,245
Percentage Growth		31.8%	11.8%	-0.8%	-0.3%
County Growth		25.2%	5.38%	12.8%	4.6%

Source: Years 1960–1980, 1988 Housing Element
Year 1990, 1994 State of California, Department of Finance

The fundamental reasons for the decline in the growth rate are: (a) declining household size, (b) a decrease in residential construction, © a diminution of existing housing market opportunities because of the high cost of land, and (d) a characteristic land maturation in which most of the relatively easily developed land has been built out.

The Town's current population is 0.8% of the County's total population of 680,885.

2620 Age

The Town's age distribution has been steadily shifting toward the older age categories. There was a substantial decline of population in the under 5 age group from 1960 to 1970 (from 6.5% to 4.2%); and from 1970-1980 population in this age category remained almost uniform at 4.45% in 1980. However, there was an increase in the under 5 age group to 5.4% from 1980-1990. There has been a substantial decrease in the school age 5-17 category; in 1970 this group represented 26.0% of the population; in 1980, 17.86%; and in 1990, 13.7%. This represents an absolute decrease of 287 school age children in

the 1970-1980 period and an additional decrease of 254 children from 1980-1990. Also, there was a moderate increase in the 18-34 age group from 18.7% to 22.94% but a sufficient decline from 1980-1990 to 17.2%. At the same time, there were increases in the 35-65 age group from 1960 to 1970 (from 42.6% to 45.55%) and from 1980-1990 to 49.3%. In the 65+ category there was an increase from 1970-1990 8.5% to 9.2% and to 14.6% from 1980-1990.

The Town's median age reflects the above percentages. The median age in Woodside increased from 37.9 years in 1980 (35.3 years in 1970) to 43.0 years in 1990. As the age of Woodside's population increased, average household size decreased from 3.17 persons per household in 1980 to 2.78 persons per household in 1990.

The County as a whole experienced a substantial increase in the 65+ group (from 7.7% to 10.5%), to 12.3% in 1990. The County's median age increased from 29.4 in 1970 to 32.9 in 1980 and 35.0 in 1990.

2621 Racial/Ethnic Composition

The Town's non-white population remained a consistent 1.7% from 1960-1970. From 1970 to 1980, this proportion more than doubled to 3.68% and in 1990 it increased to 4.9%. The Town's Black population decreased from 1960-1970 from 0.9% to 0.4%, increased in 1980 to 0.66% but has decreased again in 1990 to 0.5%. The Asian population comprises 3.9% of the total population. Persons of Spanish origin comprise 3.7% of the Town's population. These figures differ substantially from the Countywide composition as the County's white population decreased from 91.3% in 1970 to 78.1% in 1980 and to 71.9% in 1990.

EMPLOYMENT

2622 A community's employment characteristics can significantly influence housing demand. The relationship between economic growth and increased housing demand is usually reflected in the ratio of households to jobs. An Association of Bay Area Governments (ABAG) study reveals that, in 1975, the ratio in the Bay Area was 1.1 households-per-job. By 1990 the ratio was expected to decline to 0.99 - 1.0.

2623 The household-per-job ratio and other housing-employment concepts are more meaningful for economic regions, sub-regions and large self-contained areas than for small bedroom communities and rural villages which have little or no industrial or commercial development.

2624 Employment Within Woodside

ABAG estimates that in 1990, there are approximately 1,020 jobs within the Town. These jobs are divided among several sectors. Because the Town of Woodside has no industrial land-use base, only 40 jobs (4.0%) are manufacturing and wholesale type jobs. The limited retail commercial and professional service activities located in the Town Center and the Skylonda Commercial Area along with home offices provide approximately 710 jobs (70.0%). In 1987 there were only two vacant commercially zoned properties in Woodside and it is not anticipated that there will be changes in the Town's General Plan which would provide for additional employment opportunities in the near future.

In addition to conventional commercial employment opportunities, the Town provides employment for a number of private household workers, such as caretakers, equestrian managers and assistants and domestics. Many people who are employed on a regular basis in these categories receive housing as part of their remuneration. In fact, cottages on property in Woodside and nearby Atherton are in demand by college students and others who exchange part-time maintenance or domestic work for housing.

2625 Employment Characteristics

In 1980 (52%) and 1990 (53.9%), over half of the employed residents of the Town were classified as professional and technical workers or managers and administrators. This is a significant increase over the 1960 figure of 43%. This percentage is significantly greater than for San Mateo County where in 1980 it was 27.2% and in 1990 31.5%.

Of the 2,670 employed Woodside residents (16 years of age and over) in 1990 who reported their place of work, 1,515, or approximately 57% worked in San Mateo County. Presumably many of the 42% of employed persons working in other counties worked in the City and County of San Francisco or in nearby Santa Clara County. While ABAG currently estimates that 1,020 jobs are provided in Woodside, approximately 3,400 residents are employed; Woodside is providing housing for many more people than those employed within the Town.

In summary, employment opportunities in the Town of Woodside and the nearby communities of Portola Valley and Atherton are extremely limited. At least 78% of Woodside workers work outside the community.

EXISTING AND PROJECTED HOUSING NEEDS

2626 The State's housing element guidelines and State Planning Law (Government Code Section 65583) require that each community provide for its "fair share" of the region's total housing need. As provided by Government Code Section 65584, the Association of Bay Area Governments has determined the existing and projected need for all of the region's cities and counties. The Town of Woodside has accepted, with certain reservations

described in detail in the Introduction section, ABAG's projections as shown in the table below.

Existing and Projected Housing Need
Identified by ABAG for the Town of Woodside
1988–1995
(Dwelling Units)

Existing Need	1988–90 Projected Need	1990–95 Projected Need	Total Projected Need
44	202	167	369

2627 The housing need established by ABAG for the Town of Woodside is the net addition of units to the available housing stock required to accommodate the existing and projected housing need of the community between 1989 and 1995. The table below provides updated information in the column "Estimated Remaining Need 1990 - 1999" which reflects a reduction in the total housing need by the amount of housing that has been provided during the years 1988 through 1989.

1990 Projected Housing Need
Town of Woodside

Percentage of Units By Income Distribution	Estimated Need 1988[1]	Units Provided 1988-1989[2]	Estimated Remaining Need 1990-1999
Above moderate (54%)	200	28	172
Moderate (19%)	66	3	63
Low (12%)	44	3	41
Very Low (16%)	59	3	56
TOTAL	**369**	**37**	**332**

1. Housing Needs Determinations, Association of Bay Area Governments, January 1989.
2. "Building Activities Report," Town of Woodside, Building Department, 1988 and 1989: 9 accessory buildings were permitted as new second dwelling units during this period. It is assumed that of the 9 new accessory units, 1/3 are moderate income, 1/3 are low income, and 1/3 are very low income units.

2628 The table below provides information on the number and affordability of housing units approved or built in Woodside between 1990-1995. These numbers are subtracted from the "1990-99 Estimated Remaining Need" column to determine the "New Housing Need 1996-99".

Updated New Housing Need
For the Town of Woodside
(1990–1999)

Income Category	1990-99 Estimated Remaining Need	Units Added 1990	Units Added 1991	Units Added 1992	Units Added 1993	Units Added 1994	Units Added 1995	New Housing Needed 1996-99
Very Low	56	0	1	2	2	1	1	49
Low	41	0	1	2	1	1	1	35
Moderate	63	0	2	1	2	1	3	54
Above Moderate	172	7	9	14	10	5	8	119
TOTAL	332	7	13	19	15	8	13	257

2629 Second Unit Survey

In 1992, the Town of Woodside distributed a second unit survey in its *Woodsider* publication, soliciting anonymous input on guest houses, domestic quarters, and rental units. Approximately 150 responses were received, with about 60 of those answering that they had no accessory living quarters of any kind. Of the remaining 90 respondents, 38 indicated that rental units existed on their properties, 36 had guest houses for family members or guests, and 19 stated that they provided quarters for domestic workers on site. The table below summarizes some of the pertinent responses regarding rental units, including rent and the number of bedrooms.

The 1992 survey findings are summarized in the table below. The survey results indicate that 13 units or 35% of surveyed second units rent for less than $400-699 per month. The State's 1992 income level classifications indicate that very low-to-low income households of varying sizes could afford these rents in San Mateo County, as shown in the table that follows the Rental Unit Survey table. The 17 units (45%) at rents between $700-999 would be affordable to low-to-moderate income households.

The 1990 Census indicates that there were a total of 120 rental units in Woodside, including homes. The Census data show that 45 (38%) of these units rented for $600 a month or less, while 8 rented for $750-999 per month and 55 units rented for in excess of $1,000 per month. Twelve units were listed as "no cash rent." These units are likely used by family members or domestic workers.

This data, when considered in light of the Town's rental survey, lends further support to the assumption that the Town's auxiliary rental units are rented at rates affordable to very low-to-moderate income households.

Town of Woodside
1992 Rental Unit Survey

I. NUMBER OF PERSONS

Total Respondents	Number of Units Having:		
	1 Person	2 Persons	3 Persons
38	23	15	0

II. BEDROOMS PER RENTAL UNIT

Studio	3
1 Bedroom	28
2 Bedrooms	6
3+ Bedrooms	0
N/A	1

III. MONTHLY RENTAL RATES

Rents	Number of Units
Less than $400.00	2
$400.00 – $699.00	11
$700.00 – $999.00	17
$1,000.00 – $1,299.00	4
$1,300.00 – $1,499.00	0
$1,500.00+	3
$N/A	1

SOURCE: Town of Woodside Planning Department, 1992.

The second unit survey also inquired about guest houses and domestic quarters. Thirty-six respondents to questions about guest houses indicated that 18 (50%) were unoccupied and used for guests. The remainder had from one to four family members living in the guest house with most (14) occupied by one or two family members. The domestic quarters survey questions received 19 responses. Sixteen of these units had one bedroom, the other three were studio or two bedroom units. Thirteen of the units had one person living there, and six had two persons.

Monthly Housing Cost Limits San Mateo County				
	NUMBER OF PERSONS IN FAMILY			
	1	2	3	4
Very Low Income	$469	$536	$602	$670
Lower Income	$665	$760	$885	$950
Moderate Income	$1,049	$1,198	$1,348	$1,498
Based on 30% of Annual Income Divided by 12, based on median income limits for San Mateo County (State D.O.F.); 1992.				

HOUSEHOLD CHARACTERISTICS

2630 An analysis of household characteristics combined with other relevant information provides insight into the community's housing requirements as the household is the basic unit from which housing demand is measured.

2631 Number of Households

The number of households in the Town of Woodside has increased at a faster rate than the total population within each of the past three decades. This fact is reflected in decreases in the average household size, which are discussed below. However, between 1980-1990 both population and number of households decreased; with population decreasing at a faster rate (-4.8% to -2.2%). The table below indicates household growth over the past 30 years.

Town of Woodside Number of Households 1960–1990				
	1960	1970	1980	1990
Woodside Households	1,128	1,527	1,853	1,813
Percentage Growth		35.4%	21.4%	-2.2%
NOTE: 1990 Census Area Profile, Town of Woodside, ABAG Regional Data Center.				

2632 Household Size

The average number of persons per occupied housing unit (household size) increased slightly from 3.15 in 1960 to 3.17 in 1970. Since 1970, however, the average household

size has decreased to 2.86 in 1980 and to 2.78 in 1990. This compares with decreases in the size of households County-wide from 2.97 in 1970 to 2.58 in 1980. However, there was a slight increase in the average County household size to 2.64 in 1990. Woodside's household size has been and continues to be greater than the Countywide and Bay Area average household size.

The Association of Bay Area Governments has estimated that the average household size in Woodside will drop slightly or stabilize in the near term.

2633 Household Composition

The Town of Woodside continues to be primarily a community of traditional nuclear families. In 1990, 1286 households, or 70.9% of the 1,813 total, were married-couple families with or without children. The remaining 29.1% of the households are characterized as shown in the table below.

The Town of Woodside has a greater percentage of married couple households than exists Countywide: approximately 71% in Woodside compared to approximately 53% in the County. Further, there are fewer one-person and one-parent households in Woodside, 14.6% and 7.9% respectively, than in the County. Non-family households, however, in both Woodside and the County, represent about seven percent of the population. The Town has a higher percentage of households having persons 60 years of age (37%) and over than in the County as a whole (31%) .

Household Characteristics
1990 Estimates

Household Composition	San Mateo		Woodside	
	Total	%	Total	%
Households	241,914	100.0%	1,813	100.0%
Married Couple Households	129,023	53.3%	1,286	70.9%
Person Household	60,654	25.1%	264	14.6%
One Parent Household	33,294	13.8%	144	7.9%
Non-Family Household	18,943	7.8%	119	6.8%

NOTES: 1990 Census Area Profile, Town of Woodside, ABAG Regional Data Center.
Incorporated and unincorporated.
Figures do not add up due to rounding.

Historically, household income in the Town has greatly exceeded the average household income within the Bay Area and San Mateo County. The median household income in Woodside has grown from $45,499 in 1979, $68,055 in 1988 to $93,109 in 1990 while the County's has grown from $23,172 in 1979, $39,09212 in 1988, to $43,437 in 1990.

The 1990 Census indicated that 160 persons (134 persons in families and 26 non-family persons) had incomes below the poverty level in Woodside. The total 1990 Census population for Woodside was 5,035 persons. Therefore, approximately 3% of Woodside residents were living below the poverty level.

OTHER HOUSING AND HOUSEHOLD CHARACTERISTICS

2634 The following is a summary of selected additional housing and household characteristics which are relevant to the Housing Element.

2635 Growth Rate

The most intense housing unit growth in the Town was during the decade of the 1950s when 577 units were constructed. This doubled the number of units in the community.

The number of new single family units constructed from 1960-1979 was 604. This represents an average construction rate of 30 units per year. Between 1980 and 1990, the construction rate dipped to 20 units per year. This decline appears to correspond to similar reductions experienced within the County and Bay Area. With the discontinuance of the subdivision moratorium, in effect during 1988 and 1989, there is an opportunity for an increased rate of construction in Woodside.

2636 Size

Housing units constructed within the Town are much larger than the County-wide average in terms of number of rooms. The median number of rooms per dwelling unit within the Town is 8.13 while the County's median is 4.51. In comparison, the median in the Town of Portola Valley is 7.1 rooms per dwelling unit. The approximate median size of housing units is 4,000 square feet according to Building Permit files. This closely compares to the Atherton and Portola Valley communities, however, this size is believed to be approximately double the size of the average unit constructed within the County.

2637 Overcrowding

The Federal Census provides information on persons-per-room in housing units within a community. Housing units with 1.01 or more persons per room are frequently considered to be overcrowded. This rule of thumb can be misleading in communities which have particularly large dwelling units, such as Woodside. Woodside units are usually 50 to 100 percent larger than the County-wide average.

The 1990 Census indicates that 20 units in Woodside have 1.01 or more persons per room, approximately 1.1 percent of the housing stock. Given that Woodside housing units have a significantly greater size, Town officials do not consider the number of persons per room an accurate measure of overcrowding, and do not feel that overcrowding is an issue in the Town of Woodside.

2638 Ownership/Rentership

Woodside has a higher percentage of owner-occupied housing units than is experienced County wide. In 1990, approximately 1,653 units, or 91.2% of the Town's 1,813 occupied housing units were owner-occupied and approximately 160 units or 8.8% were renter occupied. In comparison, Countywide owner-occupied units represent 60.2% of all occupied units, and renter units 39.8%.

In 1990, the Census indicated the Town had 160 renter-occupied housing units. In 1985 the Town adopted an ordinance to provide for legalization of second living (rental) units, which through 1989, has added 79 second living units to the rental housing stock.

The 1990 mean household income for owner-occupied households was significantly greater than for renter-occupied units. The mean household income for owner-occupied units was $204,105, while for renter-occupied units it was $67,877.

2639 Substandard Units

The 1990 Census shows that the majority of housing units in Woodside, 63%, were built between 1950 to 1980. Approximately 19% of units were built prior to 1939. Therefore, the overall age of the housing stock is fairly recent. Because of this fact, combined with the building inspection and code enforcement practices of the Town, as well as incomes which are sufficient to maintain housing, it is not anticipated that there is a problem of substandard units in Woodside.

Town Staff conducted a windshield survey of an older residential subdivision in Woodside during 1992 to confirm this assessment. The windshield survey evaluated exterior structural conditions with a rating of poor, fair, or good condition possible. The survey covered a large portion of the 130-lot Emerald Lakes subdivision, developed in 1927, which contains some of Woodside's moderate income housing. Of the 73 units surveyed, all were found to be in good condition.

2640 Contract Rent

In 1970, the median contract rent within the Town of Woodside was $180 while the County's median rent was $154. By 1990, the median contract rent in Woodside had increased to $944 and the median County contract rent increased to $711. Market rents in

Woodside, as advertised during May, 1990, averaged $1,250 for small rental units and $3,400 for single-family homes of 4 and 5 bedrooms. Based on the 1988 County median income, a family with moderate income could afford the second units advertised. The 1992 survey of second units conducted by Town Staff indicated rents for these units are actually affordable to very low - to - moderate income households, as discussed in the section on Second Unit Survey, above. No cash rent was paid for the use of 97 units in 1960, 60 units in 1970, 57 in 1980 and 21 units in 1990. These units are usually provided for caretakers or others working on private properties within the Town.

2641 Overpayment for Housing

The following table analyzes 1990 Census data to determine the percentage of households in Woodside that are overpaying for housing. The table presents the number of renters paying more than 35% of annual income for rent by income category and the number of home owners paying over 30% of income for mortgages, also divided by income category. This table indicates that the total percentage of both renters and owners overpaying for housing is 19%. The highest percentage of rental households overpaying for housing were those with the least income (less than $10,000) while owners with income in the $20-35,000 range had the highest overpayment rate. Not surprisingly, the highest income category ($50,000 and up) had the lowest percentage of overpayment for housing.

Overpayment For Housing

1990 Income	Renter (30% of Income)		Owner (35% of Income)		Total Number Overpaying	Total Percent Overpaying
	Number Overpaying	Percent Overpaying	Number Overpaying	Percent Overpaying		
$9,999 and less	11	100%	9	27%	20	44%
$10,000-$19,999	0	0%	14	37%	14	37%
$20,000-$34,999	8	19%	43	54%	51	42%
$35,000-$49,999	4	25%	43	36%	47	34%
$50,000 and up	0	0%	236	16%	236	18%
Total Overpaying	23	19%	345	19%	368	22.7%

SOURCE: 1990 census.

NOTE: Woodside Total Households: Renters: 120; Owners: 1,500

2642 Value

The value of owner-occupied housing units in Woodside has been and remains quite high. In 1970, 72.2% of the units were valued at $50,000 or more while only 12.9% of the County's units were similarly valued. In 1980, only six units were valued at less than $50,000. In 1990 there were no units valued at less than $50,000.

Although it is difficult to make meaningful comparisons because of the inordinate growth in area-wide residential market values, the information in the table below is indicative of changing values.

Median Value of Owner-Occupied Housing Units

Year	Woodside	San Mateo County
1960	35,000	n/a
1970	57,682	30,396
1980	200,000[1]	124,400
1990	500,000[2]	343,900[2]

SOURCE: 1960, '70, '80 US Census; San Francisco Examiner, January 7, 1990, page F-1.

NOTES:

1. The $200,000+ figure is not truly indicative of the median housing value in the Town of Woodside and therefore may be misleading. The $200,000+ category reflects an artificial "cut off" or ceiling on housing value used by the Federal Census. A more accurate indication of value may be inferred fro a recent study of values of Peninsula cities (see next table). This study indicates that the median housing value in Woodside is much greater than the County average.

2. 1990 Census information does not provide incremental values over $500,000; the Town's $500,000+ and County's 343,900 figures are therefore not precise.

SPECIAL NEEDS

2643 To provide adequate housing opportunities for all categories of residents, a community must consider the requirements of households with special needs, such as (1) handicapped persons, (2) young or large families, (3) households with female heads, (4) senior citizens, and (5) agricultural (6) homeless families and individuals. The shelter requirements of these special groups emphasizes the need for a housing stock with special size, accessibility or affordability characteristics.

2644 Handicapped

There is currently no available information on the number of non-institutionalized handicapped persons within the Town. The California State Department of Rehabilitation estimates that over 47,000 persons aged 16 or older and with some form of physical handicap reside in San Mateo County. Given the lack of precise data, it is assumed that the Town of Woodside would contain at least a proportionate share of the County's handicapped, based on the Town's population relative to the County's population. The Town represents 0.80 percent of the County's population, resulting in a total of approximately 376 handicapped persons who may reside in Woodside.

Typically, handicapped persons in most communities may have difficulty affording housing as well as the cost of adapting housing to meet their mobility needs. Some handicapped persons may be unable to find housing other than institutional care which is suited to their needs. The inability to find suitable housing is not considered to be a problem within Woodside because the relative affluence of the residents permits them to adapt existing housing stock for special physical needs. In addition, the County's Accessibility Modification Program addresses the needs of the mobility impaired who are of low-or moderate-income. This program is administered by the Center for Independence of the Disabled. During 1990 - 1992, three Woodside residents used some of the services of the Center other than the Accessibility Modification program.

2645 Senior Citizens

There are approximately 463 households in Woodside with the householder 65 years of age or older and 506 households with at least one person 65 years or older (based on the 1990 Census). The special housing needs of the Town's senior citizens are satisfied because of the relatively high economic status of these households. However, one special housing need which is frequently mentioned to the Town staff is from residents who wish to remain in the community, who have small size families, and who have neither the time nor interest to maintain large family homes and properties. Related to this is the often expressed need for market rate and affordable senior assisted living development which would permit retired seniors to remain in the community and receive needed assistance and nursing care throughout their lives.

The Town's Community Development Block Grant funds that are distributed by San Mateo County's Housing and Community Development Department, support several programs for the elderly, including Shared Housing and Reverse Annuity Mortgages. Other organizations in the County also offer programs relating to senior citizens' housing needs, such as Home Repair Services. Housing Program 25 identifies affordable housing sites that would be developed for senior housing and/or assisted care housing.

2646 Housing for Single-Person & Single-Parent Households

A third perceived special housing need is that of rental units for one-person households, and single parent families. In Woodside, there are approximately 119 single-person households headed by males and 145 headed by females. One hundred households have a female head of household and no adult male; 44 households have male heads of households with no adult females. Eighty-eight households in Woodside are receiving Aid for Families with Dependent Children and they may have a need for low and very low-income housing.

2647 Large Households

Approximately 200 housing units have five or more persons living in a single unit. This is in contrast to the median number of persons-per-household of 2.78. Again, large households are not considered to be a major special need group in Woodside because of the size of housing units and the high income levels in the community.

2648 Agricultural Worker Housing (Property Managers, Equine Caretakers)

A unique special housing need appears to exist for affordable rental units for those engaged in equestrian and property management. The Town of Woodside is one of the most significant equestrian oriented communities in the Bay Area, with between 1,300 and 1,500 horses maintained on residential properties. In addition, four commercial stables are located in Woodside. The typical equestrian residential property contains a stable and corral and many properties also contain training and boarding facilities. The larger equestrian properties require the employment of equestrian trainers and maintenance personnel (many of whom live on-site). There are 108 persons in Woodside who work in the agricultural and mining business. The Town assumes that almost all of these persons are property managers or equine caretakers since no mining activity is known to exist in the town. Many of the cottages in town provide affordable housing for these people because the rent is lower or the units are provided in lieu of services.

2649 Homeless Families and Individuals

Another group with special housing needs are homeless families and individuals. Recent changes in State law require each city with homeless persons to identify adequate sites for the provision of shelters and transitional housing to meet the needs of each homeless group. These sites should be made available through appropriate zoning and development standards. In an effort to identify the homeless population in Woodside numerous local and county agencies (i.e. shelter providers and social services agencies) were contacted. None of these groups have provided services for persons residing in Woodside. Many of these organizations feel that the absence of homeless persons in Woodside can be attributed to the limited public transportation in the area, and the distances from the more urban centers of the County and employment opportunities.

2650 The 1990 Census showed no persons were counted as living out-of-doors in Woodside. This is not surprising given Woodside's remote location, limited transportation opportunities and public services. Although the Town has not identified homeless individuals or families residing in the Town, the Town is helping to address homeless issues on a regional basis by contributing Community Development Block Grant funds to County programs that service the homeless and provides annual funds to the County's Homeless Shelter Fund.

HOUSEHOLD INCOME AND HOUSING COSTS

2651 In determining the level of housing payments as compared to the ability to pay, the following Federal and State income categories are used:

Very low income	Below 50% of median
Low income	50% - 80% of median
Moderate income	81% - 120% of median
Above moderate income	Above 120% of median

2652 For the purposes of this analysis, the maximum percentage of household income to be allocated to housing is assumed to be 30% for all categories. Utilizing the Woodside 1990 median household income of $93,109, the first part ("A") of the table below presents the available income for monthly housing payments by income category. The Table also shows similar information based on County income data from 1990 in the second part ("B") of the table.

Town of Woodside
Household Income by Income Category

A. USING WOODSIDE 1990 CENSUS MEDIAN INCOME $93,109

1990 Household Income[1]	Monthly Income Available for Housing Payments[2]	Distribution of Households by Household Income in 1990[3]
Very Low (50%) $0 – 46,554	$0 – 1,163	19.2%
Low Income (80%) $46,555 – 74,487	$1,164 – 1,862	17.1%
Moderate (120%) $74,488 – 111,730	$1,863 – 2,793	28.6%
Above Moderate over $111,730	over $2,793	35.1%

B. BASED ON 1990 COUNTY MEDIAN INCOME $46,437

1990 Household Income[1]	Monthly Income Available for Housing Payments[2]	Distribution of Households by Household Income in 1990
Very Low (50%) $0 – 23,218	$0 – 580	22%
Low Income (80%) $23,219 – 37,149	$581 – 928	19.6%
Moderate (120%) $37,150 – 55,724	$929 – 1,393	23.6%
Above Moderate over $55,724	over $1,393	35.4%

SOURCE: Town of Woodside

1 Income based on 1990 Census figures.
2 Assumes 30% of income available for housing payments.
3 1990 Census Data, calculations performed by the Town of Woodside staff.
Assumption: The Town staff believes that some of the lower income households may be living in non-rent or in owner-occupied units which have been paid off or have old mortgages with low principal and interest payments compared to the market value of the housing unit.

2653 Because household income and housing affordability vary greatly by the size of the household and housing unit, median incomes for two person and four person households would allow for different housing payments. Using 1994 data on County median household income for 2 and 4 person households, the following table compares monthly income allowable for housing payments between the two groups.

San Mateo County Household Income by Income Category		
A. USING 1994 MEDIAN INCOME FOR A TWO-PERSON HOUSEHOLD ($46,800)		
Income Category	**Income**	**Monthly Income Available for Housing**
Very Low (under 50%)	under $23,400	$0 – $585
Low (50-80%)	$23,401 – $37,440	$586 – $936
Moderate (80-120%)	$37,441 – $56,160	$937 – $1,404
Above Moderate (over 120%)	over $56,160	over $ 1,404
B. USING 1994 MEDIAN INCOME FOR A FOUR-PERSON HOUSEHOLD ($58,500)		
Income Category	**Income**	**Monthly Income Available for Housing**
Very Low (under 50%)	under $29,250	$0 – $731
Low (50-80%)	$29,251 – $46,800	$732 – $1,170
Moderate (80-120%)	$46,801 – $70,200	$1,171 – $1,755
Above Moderate (over 120%)	over $70,200	over $1,755
SOURCE: California Department of Housing and Community Development, Income Limits, June, 1994.		

OVERALL HOUSING VALUES

2654 The following table indicates a range of housing values for Peninsula cities. This study reveals that the Town of Woodside has the third highest housing values among the 15 cities studied. The Town of Woodside, however, differs from many of the surrounding communities since it contains a wider range of middle income suburban housing values. Although the Town is viewed by many non-residents as containing only high value residences, in fact, it contains many moderate income units.

2655 These moderate income homes are generally found in two neighborhoods. The Woodside Glens area, located between Canada Road and the 1-280 freeway, contains approximately 175 moderately priced housing units. The 1995 real estate sales in the Woodside Glens Area included seven single family homes which sold for $316,000 to $585,000. The Emerald Lake Hills area located east of Canada Road and the 1-280 freeway in the extreme northerly portion of the Town contains approximately 130 moderately priced homes. During 1995, five homes sold there at prices from $313,000 to $660,000. In addition, a small amount of moderately priced housing may be found in various areas, such as the area adjacent to Skyline Boulevard in the western foothills.

Median Housing Values of Peninsula Cities			
		Value in Dollars	
City	1994	1995	% Change
Atherton	950,000	1,075,000	11.6
Belmont	349,000	350,000	0.3
Burlingame	420,000	419,000	(0.2)
Daly City	226,888	229,500	1.1
Foster City	375,000	375,000	0
Hillsborough	985,000	950,000	(3.6)
Menlo Park	402,000	395,000	(1.7)
Millbrae	365,000	348,000	(4.6)
Palo Alto	232,500	227,500	(2.2)
Redwood City	295,000	300,000	1.6
San Bruno	249,000	245,000	(1.6)
San Carlos	345,000	355,000	2.8
San Mateo	313,000	315,000	0.6
Sunnyvale	287,000	298,000	3.7
Woodside	635,000	625,000	(1.6)

SOURCE: *1995 Cumulative Completed Sales* for San Mateo and Santa Clara Counties; RE Infolink, 1996.

ENERGY CONSERVATION

2656 Energy conservation has become a significant issue in the consideration of local housing policy since energy costs have dramatically increased in recent years. The Federal and State Government has provided incentives for incorporating energy saving devices into residential units. Many Woodside residents have taken advantage of these incentives by installing various conservation devices such as solar panels for hot water heating. Additionally, Title 24 of the State Building Regulations requires that all new residential units (and additions) be designed to comply with relatively stringent energy standards. These standards are rigorously enforced by the Town's building inspectors and plan checkers. In addition, the review of Environmental Impact Reports (EIRs) for projects under the jurisdiction of the California Environmental Quality Act (CEQA) requires energy impacts be evaluated.

2657 The Town of Woodside is aware of the need for all of its residents to conserve energy. Toward this end, the following steps have been taken in addition to the above:

1. A system for the accumulation and dissemination of energy conservation information has been established at Town Hall. Information is made available to residents through the Town Hall and the Library.

2. Technical advice on the design and construction of individual units and energy efficient site planning is available through the Town's Planning and Building Department.

3. The Town's Subdivision Ordinance has been amended to include the requirements for the consideration of solar access and energy conservation.

4. The Town's Architectural and Site Review Board reviews projects' solar energy apparatus, sun/shade impacts and other energy conservation measures.

5. Historically, the Town Council and Planning Commission have adopted a policy of modifying ordinance requirements to encourage rehabilitation and energy retrofit.

2658 The Town's established land use pattern, which primarily consists of developed employment and service centers, physical development constraints and limited public transit, limits what can be accomplished through the use of long range land use planning policies for energy conservation.

2659 Finally, energy conservation savings result in far less of the proportionate share of annual housing costs for the average Woodside resident than for the typical Bay Area resident because of the relative affluence of the community.

IV. INVENTORY OF UNDEVELOPED LANDS

2660 Assembly Bill 2853 requires that the Housing Element contain an inventory of land suitable for residential development, including vacant sites and sites that have a potential for subdivision development. The inventory is also to include an analysis of the relationship of zoning and public facilities to these sites.

2661 In fulfillment of this requirement, a parcel-by-parcel inventory was conducted by the Town. The locations of land with subdivision potential, whether currently developed or not, are shown on Figure 1. The following table summarizes the results of the survey by totaling the housing sites that are available under the Zoning Ordinance.

2662 Under current zoning regulations which consider physical and service constraints, a total of approximately 270 potential new housing sites have been identified. This assumes that all vacant and subdividable sites are made available for new housing. The table also calculates development potential based on existing zoning.

The 270 potential housing sites, therefore, assume maximum development given the physical features of Woodside. Many of the undeveloped parcels are located on fairly rugged terrain. Steeply sloped land would add considerably to the cost of construction and would not be suitable for such specialized development as senior housing. Sewer facilities are only available in certain areas of the Town and water service is limited in some western regions of the hillside area. With these exceptions, public facilities are available to all the housing sites that have been identified.

2663 Much of Woodside covers sensitive hillsides or lies along the two fault zones that run through the Town. The different zoning districts have been applied to different areas of the Town according to the number of physical constraints present on the land. These constraints include lying within fault zones, steep slopes, soil instability, high ground water, low soil permeability, fire hazard, as well as lack of available sanitary sewer systems.

2664 The Town's zoning districts have been created so that densities are generally greater in the eastern portion of the Town, which is closer to the more urban areas of the Peninsula. The lowest densities are found primarily in the western portion of the Town, along the rugged Santa Cruz Mountains.

2665 Areas zoned Residential (R-1) have a 20,000 square foot minimum lot size. Suburban Residential (SR) zones have a minimum lot size of 1 acre. Areas in the Rural Residential (RR) zoning district have a three acre minimum lot size. The most sensitive lands were placed into the 3 Special Conservation Planning (SCP) zones. These zones have 5, 7.5, and 10 acre minimum lot sizes depending upon the number of overlying constraints present on the land.

(Insert Figure 1 heading here; map to be pasted into reproducible original copy)

2666 Most of the properties in the R-1 and SR zoning districts have access to sanitary sewer systems. Less dense zoning districts cover the areas outside of the sewered areas to allow for septic drainage and other non-governmental constraints. In the RR and SCP zones, septic tanks and leachfields are the most common method of sanitary disposal.

2667 Water is available in almost all areas of the Town from various water districts and mutual water companies. A forty-five acre undeveloped area to the south of the intersection of Woodside Road and Portola Road is currently outside of any other district. Landowners in this area have been in contact with two different water districts.

Maximum Potential New Housing Units
Town of Woodside

Total Parcels	# Potential Housing Units
Vacant Parcels (139 Parcels)	163
Developed Subdividable Parcels	107
TOTAL	270
Zoning	**# Potential Housing Units**
R-1: Residential	30
SR: Suburban Residential	83
RR: Rural Residential	71
SCP: Special Conservation Planning	86
TOTAL	270

POTENTIAL AFFORDABLE HOUSING SITES

2668 Town Staff has analyzed sites in the Town of Woodside to determine which, if any, might accommodate affordable housing. Sites were identified based on several key factors:

1. The site should be a minimum of 5 acres in size to accommodate the higher density but retain open space and landscaping consistent with the General Plan Policies.

2. The sites should have direct access to an arterial roadway in Town, to allow for effective traffic circulation and to minimize through traffic on neighborhood streets.

3. Sanitary sewer service should be readily available to the site.

4. Access to transit service is preferable, given the lower income levels of the persons living at the site.

5. Proximity to employment centers is preferable, to better link site residents to job concentrations.

6. Adjacent land uses should be relatively compatible with the proposed affordable housing.

7. The site should have only minimal environmental constraints, especially relative to geologic hazards, steep slopes, mature trees, etc.

2669 Staff has reviewed the Town's zoning and assessors parcel maps to establish a list of potential housing sites. From a preliminary list of eleven sites reviewed at the 1992 Planning Commission workshop, three sites were identified as being suitable for affordable housing based on these criteria. These sites were included in the June, 1996 draft Housing Element. However, during the Planning Commission and Town Council hearings on the Draft Housing Element, these sites were eliminated from the list because two of the sites had been purchased by private parties and the third site, the Peninsula Christian Church site, was not politically supported by numerous homeowner associations. The remaining sites are parcels to be excessed by Canada College. The following table lists the sites and identifies assessor's parcel number, location, ownership, acreage, present use, utilities availability, potential density and number of units of affordable housing, surrounding land uses, and environmental constraints for each parcel.

2670 The Housing Element contains a new policy to develop an Affordable Housing Overlay Zone. This zone would permit a higher density on certain selected sites such as those listed in the table below if an affordable housing project is proposed. Twenty units per acre is recommended for both sites with the potential for a maximum of 30 units per acre on two sites which are deemed appropriate for rental housing. Based on the land area available for development, the range of units that could theoretically be developed on individual sites is 150-360 units. Any given development plan would need to conform to Woodside development standards and environmental review procedures. Therefore, these development maximums may exceed what can feasibly be designed for a given site.

Potential Affordable Housing Sites

Assessor's Parcel No. or Other Desig.	Location and Owner	Developable Acreage	Existing Use	Utilities	Transit	Max. Potential Units at 20 du/ac[1]	Surrounding Land Use	Environmental Constraints
Excess Area "A"	Canada College	12.0 Ac.	Vacant	See Note 3	Y	240 - 360[2]	College buildings to northeast, suburban residential to northwest, I-280 to west, Farm Hill Blvd. To south	Noise from I-280; Few constraints
Excess Area "H"	Canada College	7.5 Ac.	Football Field/Track	See Note 3	Y	150 - 225[2]	Located near site "A" to the east	Noise from I-280/Farm Hill Blvd.; Few constraints

Notes:

1 Maximum potential development based on Affordable Housing Overlay Zone; subject to Town environmental and development review process.

2 These sites are considered suitable for rental housing due to proximity to Canada College and transit; therefore a density range from 20 to a maximum of 30 units/acre is given.

3 Parcel not included under existing sewer treatment and transmission capacity agreements. Would entail amendment of current agreements, up-sizing of downstream lines for physical capacity, as well as extension of utility lines to site.

V. HOUSING DEVELOPMENT CONSTRAINTS

2671 In the development of a comprehensive housing program for the Town of Woodside, constraints to housing development must be recognized. Constraints, such as the condition of the national economy, labor and construction material costs, cannot be completely overcome by a local community's housing program. Other constraints can be addressed by a comprehensive housing program.

NON-GOVERNMENTAL CONSTRAINTS

2672 The non-governmental constraints to housing development can be categorized into three fundamental units: (1) physical or environmental characteristics; (2) housing development costs; and (3) occupancy costs. The significant constraints are as follows:

2673 **Physical and Environmental Characteristics**

The Woodside planning area contains several significant natural phenomena which must be recognized as severely impacting the design, construction and cost of housing. Most of these phenomena are natural hazards which, if not appropriately recognized and accommodated in housing design, could endanger lives and property. These characteristics are:

Earthquake Faults

The major trace of the active and potentially hazardous San Andreas Fault and a number of its subsidiary traces cut through the approximate center of the Town in a north-south direction. An additional fault trace has been mapped recently through the central portion of Town by the U.S. Geologic Survey. This new fault termed the "Hermit Thrust Fault" is shown on the USGS Map 1-12.57 E prepared by Brabb and Olson, 1986. The potential danger from fault movement and ground shaking has been well documented in a large number of geotechnical reports and EIRs which are available for examination at Town Hall. Exposure to significant seismic events definitely results in the increase of housing costs in that additional design precautions must be incorporated into exposed housing units.

Unstable Soils

Approximately 20%-25% of the Town contains soils which are subject to earth movement or landsliding. Most of these stable or potentially unstable areas have been preliminarily identified in 1976 with the completion of the Town's official Geological Hazard Map. Subsequent site specific geotechnical studies have revealed additional unstable areas.

In general, the majority of these unstable areas located west of the San Andreas seismic zone in the steep western foothill area of the Town. Severe periodic landslide problems have been experienced in these areas. Frequent damage has occurred to public roads,

utilities, retaining walls, patios, driveways, and occasionally to structures. The severe and extraordinary rain storms of the winter of 1982 caused significant damage to public and private property in some areas of the western foothills. These storms resulted in landslides and significant soil erosion.

Since most of the community is unsewered, another landslide hazard in the community is by the introduction of effluent into soils on steep slopes from discrete septic systems.

In addition to landslides, it is estimated by Town staff and local geologists that 60%-80% of the soils within the community have moderate to severe shrink/swell characteristics. Shrink/swell soils expand when wet and contract when dry, causing damage to structural foundations, driveways and utilities.

It is necessary to provide additional design requirements for development within landslide and high shrink/swell areas. These often require the provision of pier and grade beam foundations for inhabitable structures, removal of incompetent soil material, additional sub-drainage improvements, additional foundation reinforcing, and engineered retaining walls and buttress fills. While it is not possible to determine precisely the cost of these improvements, because of the wide variety of risk exposure per individual site, it is reasonable to consider that exposure to these hazards results in additional costs of between 10%-30% of the total cost of the affected structures.

Soils: Percolative Quality

Because of the isolation of the Town from sewer services and the area's physical constraints which render the construction of public sewage systems infeasible, the majority of housing units must be served by discrete sewage systems (i.e., septic tank/drainfield). In order for these systems to function adequately, drainfields must be constructed in soils which accept and transmit wastewater so that surfacing of effluent does not occur and micro-organisms are rapidly eliminated from the subsurface water table.

The San Mateo County Geotechnical Hazards Synthesis Map reveals that in general: (1) the western foothills portion of the Town contains large areas of Butano Claystone; (2) the Central Valley portion primarily contains soils of the Santa Clara Formation; and (3) certain portions of the northeastern part of the Town contain serpentine soils. All of these soils are generally characterized as having low intergranular permeability and are marginally acceptable for the location of septic tank drainfields.

In order to protect the area's watersheds and to provide for individual site safety the San Mateo County Department of Environmental Health, pursuant to the regulation of the Regional Water Quality Control Board, uses a cumulative impact assessment approach to determine the number of discrete systems which are appropriate for the area. Because of poor soil permeability and a high water table within the valley portion of the Town, large individual housing sites therefore are necessary. Indeed, it is often difficult to locate a

suitable drainfield location within many of the available large building sites as the average site area required for a drainfield is approximately 10,000 -14,000 square feet.

These factors contribute to the limited availability of housing sites in the Town.

Steep Slopes

Much of the westerly portion of the Town is composed of steep heavily wooded canyons, deeply incised stream corridors and steep brush covered slopes. Approximately 25% of the total land area within the Town contains slopes of 35% (35 feet of rise in 100 feet of run) or more. Conversely only a small amount of vacant land is relatively flat (slopes of less than 10%). The majority of public agencies in the State consider ground slopes within the 25%-35% range as "difficult to develop." Projects constructed on steep slopes often require significant grading as well as additional drainage, retaining structures and access improvements. These extraordinary improvements clearly result in a significant increase in housing costs.

The Town of Woodside, along with the majority of affected communities, has taken measures to reduce the housing densities in steep areas (see Zoning Section). The principal reasons for density reduction are: (1) the protection of public safety by minimizing exposure to landslides and wildland fires and by reducing the chance of soil erosion and its attendant downstream and downslope impacts; (2) the reduction in public costs for the construction and maintenance of roads and utilities; and (3) the minimization of terrain scarring (through grading) and the retention of highly visible undisturbed areas of sloped land in order to preserve scenic and rural quality.

Flood Hazards

A small quantity of land within the Town is subject to flooding. These areas are indicated on the Town's Flood Insurance Rate Maps. In general, these areas occur adjacent to stream corridors and at the terminus of natural drainage basins. Construction within these areas requires the application of flood protection design techniques in order to maintain public safety. "Flood proofing" usually requires such items as diking, the provision of adequate drainage structures, the raising of building floor levels, etc. These measures also result in additional housing costs.

Fire Hazards

According to studies conducted for the 1976 General Plan Program, most of the area west of Woodside Road within the western hills is classified as "fire risk" in terms of fire safety. These areas are prominently characterized by steep terrain, high fuel loading (highly flammable vegetation), inadequate water supply and poor road access. These areas, in an emergency, cannot be quickly reached by fire fighters and when they are

reached, difficult terrain and lack of fire suppression water often create extreme difficulties for fire fighters.

These areas, similar to those within geologically hazardous areas, have a low development priority and necessary mitigation of fire suppression problems will result in increased housing costs.

2674 Housing Development Costs

Two of the key non-governmental constraints to the development of nearly all types of housing in the Town are the market value of real estate and the cost of residential construction.

Land Costs

According to local Realtors, in 1995 the average price of a building parcel within Woodside ranged between $400,000 to $700,000 per acre or $ 9.18 to $16.07 per square foot, depending on location, view and physical characteristics. The average price ranges of building parcels within the Town are as follows:

1 acre	$400,000 - $ 700,000
3 acres	$500,000 - $1,000,000

According to the Real Estate Council of Northern California during the year 1983, land values accounted for 40.3% of the purchase price of Peninsula homes. Since the availability of easily buildable sites and raw land is quite limited, it is likely that the trend toward more expensive building sites will continue in the future. Since lot sizes must be larger, and hence more valuable, in Woodside, site improvements including the housing unit are often larger and more costly in order to maintain acceptable market balance between land and housing unit values.

Construction Costs

While not increasing as rapidly as other housing costs, construction costs remain as the most significant factor. A survey of the Bay Area average improvement value of properties reports costs of $102.71 per square foot. Local real estate persons contacted indicate average construction costs in 1995 varied from $100 - $150.00 per square foot. Because of the need to accommodate the difficult terrain, geotechnical considerations, the provision of utilities and the relative isolation of many of the Town's building sites, the cost of construction within Woodside is often significantly greater.

Financing Costs

Other costs which increase the cost of housing include financing, market costs, profit and property taxes. Again these costs are unaffected by local characteristics and policies.

Loan rates have fluctuated significantly between the 1980s and 1990s. Interest rates have decreased from the high of 17% in 1981 to a range of 6 - 9% in 1995. As a result of the higher interest rates in the early 1980s, creative financing techniques such as renegotiable rate, variable rate, graduated payment and shared appreciation mortgages and owner financing were developed. While this has improved unit affordability, the incremental improvement in mortgage rates cannot overcome the significant cost of housing in the Town of Woodside discussed previously.

Interest rates for conventional and variable rate mortgages for single family homes in the Woodside area in 1995 were 6.0 for variable rate loans and up to 8.5% for fixed rate loans assuming 20% down payment and with loan fees ranging from one to three percent. For loans over $500,000, typically a 25% down payment is required.

Marketing costs include the marketing of new property and resale of older properties. The marketing of new housing can add four to ten percent to the cost of housing and real estate fees can add three to six percent to the housing cost on resale. Over the years, continual profit taking has increased original housing costs significantly in the community. Property taxes are not a great constraint to affordable housing because Proposition 13 limited property taxes to one percent.

The table below provides an example of housing costs for a typical home in the Woodside community. A hypothetical unit selling for $900,000 and with a mortgage loan of $630,000 (after 30% down payment) and an 8.5% interest rate on a thirty year loan was used.

Total Monthly Occupancy Costs of a Hypothetical Unit

Mortgage	$4,844.00
Property Taxes	750.00
Insurance	225.00
Energy Cost	200.00
Maintenance	100.00
TOTAL OCCUPANCY COSTS	$6,119.00

SOURCE: Town of Woodside Staff, 1995.

In order for a median income Woodside household - earning approximately $93,109 per year - to purchase the home discussed above, it would be necessary to increase the down payment significantly given that one-third of available monthly income would be $2,560,

far short of $ 4,844 and/or increase the percent of monthly income for mortgage expense. This means that a first-time home buyer earning the median household income in Woodside, would have significant difficulty in purchasing a home in Woodside.

According to the current policies of most lending institutions, the household income required to purchase this illustrative home would range between $116,256 (assuming yearly payments are one-half gross income), and $174,384 (assuming yearly mortgage payments are one-third of gross income).

GOVERNMENTAL CONSTRAINTS

2675 Local Governmental Constraints to housing development include infrastructure provision, land use regulation, permit processing and fees, utility connection fees and building codes:

2676 Infrastructure

Woodside's infrastructure constraints include: public roads, transportation systems, sewer service and water service.

Public Transportation

The town's very limited public transportation is provided by the San Mateo County Transit District (SAMTRANS). Three bus lines provide service to different parts of Woodside. The 6A line provides weekday and Saturday service between Canada College and the Redwood City CalTrain station. This route also provides limited service along Canada Road and Woodside Road. The 6A line provides service to all of the sites identified for inclusion in an affordable housing overlay zone. Route 55S provides weekday service between Woodside and Portola Valley.

Road Capacity

A community's road system forms the skeletal framework for community land use. Local road capacity is hence one of the prime determinants, not only of land use but also of use intensity or density. It is therefore desirable to have access to both local and arterial roads which are constructed to contemporary standards to enable the safe and efficient flow of traffic.

The majority of roads within the Town are relatively narrow. In addition, many public roads located in the steeper hillside areas have curvilinear alignments and have steeper grades. In general, the typical local roads are designated as minor rural roads, which are two lane facilities with a paved surface width of between 16-20 feet. Some of these roads have narrow or no shoulders and street parking is precluded. Collector roads which collect and distribute traffic between neighborhoods have similar narrow pavement width and

shoulder conditions. Arterial roads in general are also comparatively narrow and are limited to two-lane facilities. Roads in the hillside areas often have extremely "tight" curves, blind corners, short vertical curves and grades exceeding 10% for long distances. In addition, many of the local roads within the Town are private roads and are not subject to future improvements which could increase their capacities. The community's substandard private and public roads eliminate the possibility of significantly increasing residential densities.

Roads in the community which are probably best able to accommodate additional traffic are Woodside Road, east of the Town Center; Whiskey Hill Road, and Sand Hill Road. However, almost all of the land along these corridors is developed.

While technically the community's road constraints are the result of past governmental policies and actions, upgrading of the community's roadway system through the modification of governmental policies would be difficult. Not only is there a strong community consensus in support of the narrow roads, but most land in the community has already been subdivided, so there would be great difficulty in financing road widening projects. In addition, the lack of financial resources and some of the physical constraints discussed above often make significant road widening unfeasible.

In 1989, the Town evaluated the road conditions using the Metropolitan Transportation Commission's (MTC) "Pavement Management System." This study found that the road network is in a critical stage of deterioration. A Road Committee was established by the Town Council to investigate the road conditions and issues. The committee recommended that the Town issue a Community Facility District Bond (Road Preservation) to repair the roads and upgrade them to an acceptable standard. In November 1989, the residents of the Town elected not to support the bond issue. In 1995, the Council established another Road Committee to investigate other funding sources for road maintenance and improvements.

Sanitary Sewage Systems

The Town is principally served by individual sewage disposal systems in the large parcel and hillside areas west of Canada Road. Field testing (winter testing in areas suspected of high groundwater impacts) and Environmental Health Department certification are required prior to the approval of new construction and/or additional construction which would either add to the volume of individual disposal systems or impact on existing or alternate system disposal areas. Alternative designs are not encouraged, but have been allowed to repair existing septic systems. If adequate percolation is not possible, new or additional construction may not be possible.

In areas not principally served by individual sewage disposal systems, mandatory connection to a collection sewage disposal system may be required. Currently, three collection sewage disposal systems serve areas of the Town which meet one or more of the following criteria:

1. History of septic tank failures and surface and/or groundwater contamination.

2. Poor soil permeability and/or high groundwater.

3. Small lot size zoning.

4. Commercial/high density use.

The three collective systems are described as follows:

1. West Bay Sanitary District — Four residential properties on Stockbridge Avenue and several residential parcels at the end of Valley Court are served by this district. Several potential service areas east of Route 280 and the district's service area boundary can be serviced by extension of the district's gravity and pressure systems. Current district policy and planning make no provision for future expansion of its service area into the Town west of Route 280.

2. Fair Oaks Sewer Maintenance District — As the result of the formation of several sewer assessment districts, the area generally south of Canada College, east of Canada Road and north of the crest just south of Woodside Road is within the service area of the district. As properties develop and/or require conversion from individual systems, annexation is required to the district. The ability to annex is both a function of 1) the cost to construct a local intract collection system and/or to extend existing facilities and 2) the availability of treatment capacity. Capacity availability is dependent upon the district's acquisition from the City of Redwood City of a proportional share of Redwood City's treatment capacity allotment. The district's policy is to maintain its current service area boundary. Any change will require concurrence by the City of Redwood City.

3. Town Center Pump Station Area Assessment District — The Town's central commercial area, designated public lands and residential properties along Woodside Road westerly to Martin Lane and easterly of Canada Road in the La Questa area are served by the district. The area served and extent of service have been defined by assessment proceedings. Treatment capacity is being acquired for current and future use by the Town from the City of Redwood City and transport capacity from the Fair Oaks Sewer Maintenance District. The collection system is operated by the Town.

   Several minor areas that meet the criteria for inclusion in a collection sewage disposal system have been defined. These areas include the area east of Canada Road between Godetia Drive and the Town limits, parcel on Moore Road adjacent to the Fair Oaks Sewer Maintenance boundary; parcels on the south side of Woodside Road in the vicinity of Fox Hollow Road; and parcels on the east side of Canada Lane. The latter two are adjacent to the boundaries of the Town Center

Pump Station Area Assessment District. Service to these areas will require the collective funding of an intract collection system and formal agreements with the County of San Mateo and the City of Redwood City for transport and treatment capacities.

Water

While the central and easterly portions of the Town are adequately served by the California Water Company, some areas are not adequately served. Emerald Lake Hills, served by the Redwood City Municipal Water District, does not have sufficient water pressure.

The hillside areas located above the 500 foot elevation are not served by the California Water Company. In general, these areas are served by the Skyline County Water District whose jurisdiction extends along the entire length of the Skyline Boulevard Scenic Road Corridor. Currently, the entire District has available between 100-115 individual water connections which severely limits their service to Woodside.

In addition, the Woodside Fire Protection District enforces the following fire flow requirements: (a) provision of steamer type, fire hydrants located no further apart than 500 feet for a new subdivision, and no further than 900 feet from a building site for an existing subdivision, except in the Emerald Hills area which requires a maximum of 250 feet; (b) a minimum flow of 1,000 gallons per minute with a 20 pound per square inch residual pressure for two hours duration. In Emerald Lake Hills, fire hydrants are on special water mains to maintain water pressure. Many of the isolated areas within the Town do not contain sufficient water pressure or distribution systems to meet these standards. In lieu of meeting the standards, the Fire District will permit either the installation of an 18,000 gallon water storage tank or a swimming pool with approved hose connection riser for each building site.

2677 Land Use Regulations

General Plan

The Town General Plan is Woodside's official policy document. The plan establishes how, and to what intensity, land and other environmental resources will be used. The General Plan therefore significantly influences the type and extent of housing permitted within the community. The goals and policies of the Housing Element are consistent with the policies of the General Plan; the policies of the General Plan which are most directly connected to housing are shown in the table below.

Selected Woodside General Plan Policies

Land Use Policies

(a) Intensities of land use governed by: slope, health and safety, noise, traffic and protection of natural resources.
(b) Streamsides left in natural condition.
(c) Valuable natural features preserved through imaginative planning.
(d) Minimum terrain disturbance.
(e) Minimum impact on surrounding property.
(f) Retention of the natural and rural atmosphere of the town

Seismic Safety/Safety Policies

(a) Locate structures to avoid high risk areas.
(b) Require mitigation measures for subdivisions in hazardous areas.

Open Space/Conservation Policies

(a) Require dedication of conservation easements for stream corridors.
(b) Preserve riparian vegetation.
(c) Secure trail easements in conjunction with subdivision approval.
(d) Protect important vistas.
(e) Protect areas of natural beauty.
(f) Protect natural water regimen.
(g) Preserve areas containing rare or endangered species.
(h) Preserve natural vegetation and terrain by fitting development to slope.

Circulation and Scenic Highways Policies

(a) Keep roadway grading to a minimum.
(b) Maintain and enhance scenic qualities.

Noise Policies

(a) Ensure that residents will not be exposed to excessive noise levels.

Zoning Ordinance

The Town Zoning Ordinance (No. 1980-291) was conceived and formulated to implement the General Plan with particular emphasis on State mandated General Plan and Zoning consistency. The Zoning Ordinance precisely regulates land use, development and population density, the location and size of structures, parking standards, safety provisions, landscaping standards and other design requirements.

In accordance with the General Plan and the significant development constraints of the town, the Zoning Ordinance provides for six single family residential zones, requiring minimum lot sizes ranging from 20,000 square feet to ten acres. The lower density zones reflect the need to recognize physical site development constraints, conservation, and public safety issues.

In addition to the above, the following specific zoning provisions directly affect the number, type and cost of housing units. These codes are considered necessary under the physical conditions that confront the construction of housing in Woodside and do not unduly constrain the development of housing. The Town has previously sought to increase the supply of housing by allowing accessory dwelling units which are often feasible on the large parcels in Woodside.

- The maximum number of building lots which may be subdivided from a single parcel must be determined through the use of a slope/density formula if the average ground slope of the entire parcel exceeds 15% (Section 9-2.504).

- As referenced in the earlier section on topography, all created lots with an average ground slope in excess of 12.5% must retain a specified percentage of the lot in a natural condition.

- No portion of a lot in excess of 35% ground slope may be altered in any way by grading, building construction or removal, or alteration of any natural feature such as vegetation.

- Streams corridors are protected in Section 9-2.801-805, which prohibits structures from being within 50 feet of the center line of a stream or 25 feet from the top of a creek bank, which ever is greater. Also, the Town has consistently implemented a policy of requiring the dedication of conservation easements along stream corridors and within other environmentally sensitive areas.

- Maximum floor area for the larger building sites ranges from 2.75% to 9% depending upon the zoning district and physical constraints such as topographic, soil, geologic and sewage constraints. The floor area for the most dense zone (R-1, 20,000 sq. ft.) depends on lot size, with a maximum potential of 36%.

- Coverage, defined as all maximum paved area impervious surfaces excluding building coverage, is restricted to a range of 5,000-15,000 sq. ft., depending on lot area.

- Maximum building heights are restricted to a range of 28-30 feet; under certain circumstances an exception may be granted to permit a maximum height of 35 feet. These height limitations often create the necessity for special housing designs on difficult sites where steep slopes are present.

- Building setbacks are 50 feet for rear and side yards and 50-75 feet for front yards for the lowest density zones; 50 feet front, 25 feet rear, and 20 feet sides for the one-unit-per acre zone; and 30 feet front, 25 feet rear, and 15 - 22.5 feet sides for the one unit per 20,000 sq. ft. zone.

- Four off-road parking spaces are required for each housing unit because of the inability to park on the narrow public and private roads.

- Since incorporation, the Town's Zoning Ordinance has permitted the construction of certain second or additional dwelling units on single family residential lots. The Town's Zoning Ordinance was amended in December, 1984 to permit accessory living quarters to be developed without Conditional Use Permits and to allow the construction of second (rental housing) units.

  Basically, accessory living quarters, defined as quarters within, attached to, or detached from the main dwelling unit, are permitted within all residential zones. Accessory living quarters can be provided for guests, family members, caretakers and employees and for rental purposes. Prior to 1985, accessory living quarters could not be rental units. Since 1985, rental units have been allowed as a matter of right in all zoning districts. Secondary rental units may be either detached or attached, except in the R-1 zoning district, where the units are required to be attached to the main residence.

  In 1985, the Town approved an additional ordinance which allows the conversion of existing accessory living quarters to rental units subject to size restrictions. Historically, the Town of Woodside has been unique among local communities in its provision of accessory living units for family members with no occupancy restrictions, excepting that no rent could be collected. In fact, there are several parcels of land in Town which contain "Family Compounds" or groups of living quarters. In a sense, Woodside was one of the pioneering communities in the area of accessory unit housing.

Subdivision Regulations

The Town's Subdivision Ordinance is adopted in accordance with the State of California Subdivision Map Act. Like most local subdivision ordinances, the Town's Ordinance is substantially procedural and its substantive content follows the mandates contained in the State Act. The purpose of the ordinance is to regulate the division of land into individual building sites and to require the provision of certain improvements which are necessary in order to insure housing site development consistent with the General Plan and to promote public safety and welfare by assuring the provision of adequate and safe housing sites.

The Town's subdivision improvement standards are not considered excessive; indeed they are considered quite minimal when compared to other communities within the County. The ordinance requires the provision of relatively narrow roads (22 feet wide for arterials and

18-20 feet wide for collector and local roads). No sidewalks, street lighting, curbs and gutters or storm sewers are required.

Site Development Ordinance

The Town has adopted a Site Development Ordinance which specifies standards for driveway design, grading, landscaping and erosion and sedimentation control for individual housing sites. The essential purposes of the ordinance are to ensure that site development work on individual lots harmoniously relates to adjacent lands and that physical problems which could result in safety hazards and increased maintenance costs are minimized.

The design and construction standards specified within the ordinance are generally considered to be "state-of-the-art" and hence are not considered excessive.

Building Codes

In 1996, the Town adopted the 1994 Uniform Building Code (UBC). This Code has been adopted by virtually all of the municipalities and counties in the region. Hence, there is little difference among building standards throughout the region. While building codes could be viewed as a constraint to the production of affordable housing, the advantages of requiring minimum building safety and health standards far outweigh the disadvantages. The Town of Woodside has taken no steps to preclude the use of any building materials or construction methods which are permitted within the scope of the UBC.

Permit Processing

The development review together with the State mandated environmental review processes could have a moderate to significant effect on the provision and cost of housing.

The normal Building Permit processing time is three to eight weeks, depending on the complexity of the proposed project. This average processing time assumes that no other planning approvals such as architectural review or variances from Zoning Ordinance provisions, are required.

The cost of a Building Permit is determined by a schedule which is based upon the size of the dwelling unit (square footage). As an example, a new 1,000 square foot unit would require a Building Permit costing approximately $4,612.50 (under the 1995 fee schedule, an increase from the 1988 Housing Element). This fee includes all project inspection aspects, plan checking, road impact fees, and school district fees. In addition to the permit fees, a geotechnical study is required for all projects within the Alquist/Priolo Special Studies Zones or other hazard zones. The cost of these studies (performed by the applicant's consultant) usually add to project development costs.

Other Permits

The approvals of residential subdivisions require processing times generally ranging between three and nine months following the certification of a completed application. Applications for new land divisions and subdivisions must be reviewed by the staff Subdivision Review Committee, certain Town volunteer committees, such as Trails or Conservation, the Architectural and Site Review Board, the Planning Commission and the Town Council.

Additional processing time may be required if the proposed project is controversial, complex or is located in an environmentally sensitive area and requires an in-depth environmental assessment and/or an Environmental Impact Report.

The Land Division Fees range from $3,300 - $3,900 with a deposit of $2,400 - $3,600. The Subdivision fee is $6,060 plus $300 for each lot created for Tentative Map approval. Also, a deposit for Town Engineering services of approximately $6,000 is required. In a "worst case" scenario, a typical eight lot subdivision would therefore require a combined fee and service cost of $14,460. To this an additional fee of approximately $2,460 and deposit of $30,000 could be added for the environmental review process. This would result in a fee of $5,865 per each newly created lot. ($46,920 in fees divided by eight lots.) To this amount an additional fee of $1,350 and deposit of $1,800 for Final Subdivision Map evaluation and related services would bring the governmental fee cost to approximately $6,259 for each created lot. This represents a range of from 0.5% - 1.05% of the total market value of newly created building sites within the Town. In comparison to other communities within the region, these fees do not, appear to be excessive. The Town currently asks for $50 per house and first bedroom and $25 for each additional bedroom as in-lieu fees for park and recreation services.

In addition to Building Permits or Subdivision fees, a person wishing to construct a dwelling unit must also obtain a Grading and Site Development Permit. Currently these permits are issued by Town staff and a minimum fee of $300 plus $1 per cubic yard in excess of 100 cubic yards and a deposit of $600 is charged.

Conditional Use Permits are generally not required to construct housing units within the Town. Variances to the strict application of Zoning Ordinance requirements such as height and setback limitations may be required. Variances are considered by the Planning Commission following a public hearing. Variance processing time is generally two-three months. Variance fees are $1,900 for new dwellings and $1,420 for residential additions or modifications, plus deposit.

The table below compares fees for construction of new housing in Woodside with fees in other San Mateo County cities. These fees were estimated by the Building Industry Association for a 1,500 square foot house in 1991. Comparable fees were estimated for the Town of Woodside by Town Staff.

FEES FOR HOUSING CONSTRUCTION								
City	Planning	Building	School	Traffic	Parks	Utility	Other	Total
Belmont	416	1,535	2,250	0	6,000	2,810	0	13,011
Foster City	33	1,264	2,250	0	3,305	3,263	0	10,215
Half Moon Bay	160	1,437	2,370	1,390	6,336	10,199	180	22,072
Pacifica	125	650	2,250	375	1,200	3,975	2,626	11,201
San Carlos	90	1,473	2,250	0	2,713	1,600	0	8,126
San Mateo	22	1,390	2,250	2,062	3,250	1,260	0	10,234
Hillsborough	500	7,911	7,800	0	0	4,500	0	20,711
Woodside	725	1,460	2,250	2,250	0	1,360	2,250	10,295

SOURCE: Woodside fees from Town of Woodside, 1991; all others from Building Industry Association of Northern California, *Development Fee Survey for the San Francisco Bay Region*, 1991

2678 General Processing Issues

Two permit-processing matters are essential in analysis of permit streamlining and efficiency:

a. Comprehensiveness and complexity of regulations.

b. Plan check and issuing system.

The Town has a set of interlocking, complex and relatively sophisticated zoning, site development and subdivision ordinances which implement the General Plan. The scope of their requirements is quite broad and the corresponding specific regulations are quite detailed. This situation, at times, lengthens permit processing because 1) of the inherent lack of ordinance clarity, which often requires interpretation by Town Staff, and 2) failure of some applicants to perform a thorough review of the applicable ordinances prior to project preparation.

Furthermore, the Town contracts with private firms for code and structural plan review. During the busiest season (April through October) plan review is often delayed to the point where it requires six to eight weeks to process a Building Permit. This processing period is essentially similar to those found in most jurisdictions in the region.

In order to inform permit applicants of the Town's requirements, the Town provides a variety of check lists, processing aids and staff advice. The Town also is working

continually to refine, clarify and organize the significant ordinances to assist applicants and reduce processing time.

The Town Council, Planning Commission and volunteer committees generally meet twice a month. This schedule may cause processing delays of one month if an applicant misses the submittal deadline for the formal agenda, which is normally 42 days prior to the required public hearing.

Because of its small size, the Town staff is not organized into individual and semi-independent departments, which often result in the creation of a bureaucratic processing labyrinth. This has a positive effect on processing efficiency since it is easier to coordinate permit processing, and the Town's consultants and staff are able to spend relatively more time with project applications.

State Constitution Article 34

2679 Article 34 of the State's Constitution may create an obstacle to the provision of low income households, because it requires a referendum approval of all low-rent housing projects "developed, constructed, or acquired in any manner'' by a State public body. This requirement, which can make low cost housing provision more difficult to attain, does not apply to all low income rental projects. Privately sponsored low rent projects, for example, are not subject to Article 34.

VI. THE HOUSING PROGRAM

2680 1985 HOUSING ELEMENT PROGRAMS

The programs and actions described in the first section below were part of the 1985 Housing Element. While updating the Housing Element, Town staff has reviewed the existing programs for their appropriateness, effectiveness and progress in implementation. These findings are presented on the following pages. A description of additional programs which were added as part of the 1990 Housing Element update to further promote the construction of affordable housing in Woodside can be found in the second section, below. The number of each program correlates with the table below entitled "Quantified Housing Objectives 1990 - 1999'' and the subsequent table which provides the "Action Program 1990-1999.''

1. Mapping of Adequate Sites for Housing

Program: Maintain an inventory of sites available for housing development.

Evaluation: Planning staff updates this information every 5 years to coincide with the Housing Element update. Staff does not receive very many requests for this information, so the frequency of updating the land inventory is considered appropriate.

Recommendation: Continue program.

2. Consultation and Provision of Information

Program: Provide information to the public about available housing sites, housing programs, housing related policies and regulations, and pre-application meetings with the Planning Director to insure that unnecessary delays in the planning process can be avoided.

Evaluation: Town staff regularly provides information to the public at the counter regarding the Site Development Ordinance and Zoning Ordinance and answers questions. The Planning Director regularly meets with applicants to review project proposals and resolve any problems before the project proposal is very far along. The Town's consultants are also available to provide guidance to individuals who want to

build a house(s), particularly within areas designated as "environmentally sensitive areas" in the General Plan and Zoning Ordinance.

Recommendation: Continue program and augment with new program No. 18 to develop a Public Information Program.

3. Mobile Home Housing and Zoning Study

Program: Prepare a study of mobile homes in various zoning districts in the Town by allowing mobile homes in some of the zoning districts, and also create a use permit.

Evaluation: Mobile homes, a maximum of 1,500 square feet, for an on-site caretakers, are allowed in the following zoning districts:

Open Space: for Low Intensity Outdoor Recreation
Open Space: for Medium Intensity Outdoor recreation
Open Space: for Preservation of Natural Resources
Open Space: for Managed Production of Resources

No action was taken on the development of a use permit for mobile homes. The Town has very few inquiries about mobile homes and therefore feels that a use permit is not necessary.

Recommendation: No further study is required. The Town has zoning districts to accommodate mobile homes. Replace with new Program No. 27.

4. Citizen Input Regarding Development of Affordable Housing

Program: Involve a representative cross-section of Woodside residents and obtain their input on the housing projects, policies and programs.

Evaluation: During the last Housing Element update in 1988, public participation was encouraged during public hearings, neighborhood meetings, and citizen advisory committee meetings. The turnout at these meetings was satisfactory to address the housing needs and interests of the community.

The public is informed of all development activity in the town because the Town regularly advertises in the local

newspaper, the "Country Almanac." Town residents often attend public hearings regarding housing development projects.

In an effort to involve citizens in the planning process the Town has created several voluntary citizens advisory committees which assist the Planning Commission and staff in evaluating housing proposals. These nine committees include 78 Woodside residents in the planning process.

The Town also cooperates with the eight homeowner's associations in the Town by notifying the association of projects in their area, and addressing any concerns identified by the Association.

Recommendation: Involve a wide cross-section of Woodside residents in the review of the Housing Element update by advertising in local papers, posting notices in Woodside's library, c-hurches, Town Hall, Post Office, School bulletin boards; and sending letters to Woodside's Homeowners Associations and other interested groups and organizations.

Continue to use the advisory committees; cooperate with the Homeowner's Associations; and advertise in the local newspaper about housing projects.

5. Commission Report on Housing Issues

Program: Identify and discuss housing issues impacting the Town of Woodside, and report these findings to the Town Council.

Evaluation: During the update of the Housing Element, the Planning Commission conducted a housing forum which addressed the housing issues and made recommendations to the Town Council.

Recommendation: Conduct a Planning Commission housing forum as part of the planning process for every Housing Element update.

6. Zoning for Senior Housing Study

Program: Work with developers interested in developing senior housing.

Evaluation: No action was taken during 1980-85. This study was suggested at the time of the last General Plan update when there was a developer interested in developing senior housing. The Town Council was receptive to the idea; however, the idea did not go beyond the conceptual stage.

Recommendation: The intent of this program, to identify areas suitable for affordable senior housing, is consistent with new Program 25, to develop an Affordable Housing Overlay Zone. Therefore, a separate study for senior housing sites is not considered necessary. Also, Program 21 is supportive of maintaining existing housing at rates affordable for seniors.

7. Permitting Auxiliary Rental Units

Program: Adopt an ordinance that permits second dwelling units (rental housing units) and establish an amnesty period for permitting of existing second dwelling units.

Evaluation: This ordinance (Section 9-2.112 (3b), adopted January 12, 1985) allows auxiliary rental units in all zoning districts as a matter of right. Landowners are not required to obtain a Conditional Use Permit to build an auxiliary rental unit in Woodside, unlike the more stringent requirements in other cities. Between 1985 - 1988, 50 legal rental units were issued a permit. During 1988 and the spring of 1990, 29 rental unit permits were issued. During the five-year period from 1990-95, 22 permits for new auxiliary rental units were issued. Thusfar, a total of 51 auxiliary rental units have been granted permits during the 1990 Housing Element update planning period from 1988-1995. The Quantified Housing Objectives table only counts new auxiliary rental units toward affordable housing goals. Anticipated new development through 1999 will count toward meeting this housing need goal for Woodside.

The 1988 Housing Element targeted 200 additional rental units as affordable housing units between 1985 and 1990. While this objective was not achieved due to the slower rate of development during the subdivision moratorium and only partial response to the previous amnesty period, the Town feels that the program has been successful and that existing second units which do not have a permit should be given an incentive to obtain a permit, thereby increasing the number

of documented second units available as rental housing. The Town will therefore arrange for another amnesty period to encourage permitting of rental units. The Town recently surveyed existing accessory and second units and identified 146 units without permits.

By permitting existing accessory units as auxiliary rental units, the Town can encourage compliance with housing codes and conserve many of the smaller, affordable dwelling units within the Town.

Recommendation: Continue and expand program encouraging second units as described in new Housing Program 26.

8. Block Grant Funds to San Mateo County "Housing and Community Development" (HCD)

Program: Support San Mateo County's housing programs which also serve the Woodside community.

Evaluation: The County uses Community Development Block Grant (CDBG) monies to fund the Countywide Home Sharing Program, Home Equity Conversion, Fair Housing Program, Housing Rehabilitation Loan Program, Double Unit Opportunity Program, Home Repair Service, and Accessibility Modifications for Disabled Persons. Between 1988-1995, 26 people from Woodside used the Home Sharing Program and found moderate income housing.

Over the Housing Element planning period, the average age of homeowners in Woodside will rise and land values continue to increase. More and more home owners may find that they are "house rich and cash poor." The County's programs like the Home Sharing program, the Home Equity Conversion, and the Housing Rehabilitation Loan program will enable these older home owners to remain in their homes for a longer period of time. The County's programs have and will continue to fill a need, and the Town should continue to support these programs.

Recommendation: Continue to direct the Town's Community Development Block funds to San Mateo County Housing and Community Development for distribution to their numerous programs, and publicize these programs to Town residents. Many of

the County's HCD programs are included in Woodside's Housing Programs, such as: a) Rehabilitation Loan Program, Program 11; b) Fair Housing, Program 16; c) Shared Housing, Program 20; d) Reverse Annuity Mortgage, Program 22); e) Home Repair, Program 23; f) Double Unit Opportunity, Program 11; and g) Accessibility Modifications for the Disabled, Program 24).

9. Request Utility District Capital Improvements Consistent with Local Plans

Program: Coordinate the long range plans of the Woodside General Plan and Housing Element Programs with the capital improvements plans of the utility districts. Recommend utility districts consider prioritizing affordable housing sites identified in the Housing Program for service allocation.

Evaluation: During the past decade the Town has spoken to the sewer and water districts about the need to coordinate the Town's land use and housing plans with the service expansions anticipated by the utilities. However, no formal action was taken.

Recommendation: Contact the representative of the area's utility districts to review the long range objectives of the Town's General Plan and Housing Element Program with utility districts and discuss how district capital improvement planning can be coordinated.

10. Housing Enforcement

Program: Ensure that the housing stock is well-maintained, that new houses conform with the code and that any violations are brought into conformance in a timely manner.

Evaluation: The Town has a code enforcement officer and building inspector who routinely conduct field inspections and follow up on complaints. The code enforcement officer's notice of violations are frequently for grading and setback violations; it is very seldom that the demolition of a residential building is required.

Recommendation: Continue program with an emphasis on maintaining the affordable housing stock.

11. Rehabilitation and Expansion of Existing Housing Stock

Program: Encourage the private sector to rehabilitate and construct new housing through the Town's policies and programs, and inform low- and moderate-income residents about the County's Rehabilitation Loan Program.

Evaluation: The number of housing units targeted in the last Housing Element for 1985 - 1990 was 100 single-family residences and 200 second living units. During 1988 and 1989, 37 new housing units were approved in the Town. This included 28 single family homes and 9 new auxiliary rental units. An additional 29 auxiliary rental units were legalized during a 1988-89 amnesty period.

The Town adopted a subdivision moratorium in January of 1988. The subdivision moratorium was set in place while the Town was conducting a special study of the physical constraints in the Town (i.e., landslides, faults, unstable soils, etc.), implementing the General Plan, revising the Zoning Ordinance to be consistent with the General Plan, and revising the zoning districts to reflect the physical constraints findings. The moratorium ended in January, 1989.

Between 1990-95, 67 new units received Building Permits. Of these, 45 were single family dwelling units and 22 were Auxiliary Rental Units. This represents an average of over 13 residential units per year and more than four secondary dwelling units per year.

A total of 250 housing unit rehabilitation or conservation projects were targeted in the last Housing Element for the period 1985-90. During 1988 and 1989, 234 Building Permits were issued for rehabilitations, remodels, and additions to existing houses. This is an average of 117 reconstruction projects per year. Between 1990 and 1993, 340 Building Permits were issued for rehabilitation, remodels or additions to existing homes. The high level of reconstruction activity reflects Woodside residents' ability to maintain and modify their homes to suit their individual needs.

Woodside residents meeting the required income limits may take advantage of San Mateo County's Housing Rehabilitation Loan Program and the Double Unit Opportunity Program. These programs are partially funded through the Town's Community Development Block Grant funds distributed by the County.

Recommendation: Make information available about County programs available to the Town consistent with the Public Information Program (Program 18). Continue to direct Community Block Grant funds to San Mateo County for distribution to these programs. In addition, approve the incentives for building new and rehabilitating existing second units described in Program 26.

12. Sewage/Septic Study for Existing Older Housing Units

Program: Allow alternative septic systems, or extend the sewer system into the areas of the Town which have experienced failures of their septic systems.

Evaluation: The Town has extended the sewer system into the R-1 Zoning district which has the highest concentration of small lot sizes - averaging less than one half acre - in Town. Many of these residences have been connected to the sewer system. The Town is considering extension of the sewer north on Canada Road to another area with small lots.

The sewer extension program has been successful in maintaining some of the Town's affordable rental housing by extending the life of these properties which had failing septic systems.

The Town anticipates that sewer service may be extended to several new areas and along High Road. These sewer improvements will support the development of some of the new housing units needed between 1990 and 1999.

Recommendation: Continue program.

13. Coordination with Other Jurisdictions

Program: Collaborate and coordinate with other jurisdictions on housing and related issues which impact adjacent communities.

Evaluation: Woodside is an integral part of the mid-peninsula. The Town recognizes the importance of working with other communities to meet housing needs. The Town is willing to cooperate with other jurisdictions. The Town has and will continue to participate in multi-jurisdictional conferences and other formal and informal efforts which focus on the need to meet housing needs.

Recently the Town was asked to provide some backup information to a citizen's group which is exploring the possibility of buying a portion of a Water District other than the one that serves most of Woodside. Town staff has worked with this group by providing information about the area and existing water service.

Recommendation: Continue program.

14. Provision of Housing Appropriate for Older Persons

Program: Facilitate the accommodation of older persons in the Town's housing supply.

Evaluation: The Town's second unit permit enables senior citizens and older parents to live in Woodside in an extended family situation or in a rental unit.

Recommendation: Continue program, and also encourage and facilitate seniors living in Woodside by supporting programs such as: Reverse Annuity Mortgage, Shared Housing, Senior Home Repair Services, Rehabilitation Loan Program, Density Bonus, and Affordable Housing Overlay.

15. Encouragement of Energy Conservation

Program: Encourage residential energy conservation.

Evaluation: Every residential project conforms with the building code requirements and satisfies Title 24. In addition, Town staff

disseminates a wide variety of information from other agencies, such as PG&E's solar subsidy program and energy audits.

The Town's planning process also responds to the concerns of solar access during project review by the Architectural and Site Review Board and Planning Commission.

Recommendation: Continue program and support PG&E's energy conservation programs.

2681 ADDITIONAL PROGRAMS 1990 - 1999

Other programs which the Town has added are described below. These new programs will further strengthen the Town's efforts to satisfy projected regional housing needs and provide housing for those with special needs. The number before each program correlates with the programs shown in the tables that follow: "Quantified Housing Objectives 1990 – 1999," "1990 - 1999 Action Program."

16. Equal Housing Opportunities

Program: Promote equal housing opportunity

Background: The Town's Community Development Block Grant funds which go to the County supports Mid-peninsula Citizens for Fair Housing which promotes equal housing opportunity.

Recommendation: The Town should make information available to the public, and refer persons experiencing housing discrimination to the organization most capable of handling the complaint.

The Town should continue to direct Community Development Block Grant funds to San Mateo County for distribution to this program.

17. Conservation of Existing Affordable Housing

Program: Conserve the existing affordable housing stock.

Background: The Town is presently working with citizen committees on conserving existing smaller and more affordable homes in the R-1 zoning district which might be significantly expanded through granting of Variances or torn down and rebuilt. The outcome of this study may be a small lot development regulation with a graduated performance standard relating maximum house size to the lot size.

When an auxiliary unit is granted a permit for use as a secondary (rental) unit, the unit must meet the health and safety standards of the Housing Code. Thus, establishing an amnesty period to encourage owners to obtain permits for these auxiliary units,

helps to conserve the existing affordable housing stock. Each of these proposed regulations will help preserve the supply of smaller homes and maintain a range of house sizes in the housing stock.

Recommendation: Draft an ordinance setting performance standards for non-conforming residences.

18. Assist the Development of Affordable Housing for Low- and Moderate- Income Households.

Program: Assist in the development of adequate housing to meet the needs of low- and moderate-income households.

Background: The State's Housing and Community Development Department suggested that the Town include a program that will assist in the development of adequate housing to meet the needs of low- and moderate-income households through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of federal and state financing and subsidy programs when available.

The Town of Woodside does not qualify for most of the state and federal financing and subsidy programs because of the income level of the Town's residents. However, the Town can address this need by making information available about programs which serve Woodside's low- and moderate- income households.

Recommendation: Develop a Public Information Program that provides information about County, State and Federal Programs which support the development of low- and moderate-income housing as well as opportunities for affordable housing promoted by the Town of Woodside such as Program 26 which would provide incentives for second rental units and Program 25 which would create an affordable housing overlay zone for certain sites, among other programs. Distribute this information at regular intervals through a column in the *Woodsider*, articles in the *Country Almanac*, a brochure, or other method

that will reach a broad cross-section of Woodside residents as well as local non-profit housing developers, the County Board of Realtors, County, HCD, and other potential providers of affordable housing and housing advocacy groups.

19. Shared Housing

Program: Enable people to remain in or to live in Woodside in a shared housing arrangement and to provide another source of affordable housing.

Background: The Town's Community Development Block Grant (CDBG) funds which are given to San Mateo County support a county wide Home Sharing Program. This service matches people needing housing and people owning a home who want some additional income, and/or companionship.

Recommendation: The Town should continue to direct Community Development Block Grant funds to San Mateo County for distribution of this program and consider supporting the County's Shared Housing Program by contributing funds to this program other than the CDBG monies. The Town should promote and support organizations that provide home sharing services to Woodside residents.

The Town should make information about the Home Sharing program available at the Town Hall and publicize in the Town's public information program.

20. Density Bonus

Program: Encourage the development of affordable and senior housing.

Background: For developments providing senior or affordable housing, jurisdictions must allow density increases over the applicable zoning code as an incentive to developer. The State of California requires local agencies to adopt enabling ordinances to allow these density increases under certain circumstances.

Recommendation: Adopt an ordinance establishing procedures for a density bonus proposal as provided by State law. The ordinance will include: a) the criteria to qualify for a bonus; b) the size of the bonus; c) detailed application information to allow the Town to respond to the application within 90 days as the law requires; d) procedure for approval of an application; e) the procedure for a development agreement if necessary to secure the maintenance of the units at affordable prices; and f) provisions for giving preference to Woodside residents for units created through the density bonus program.

21. Reverse Annuity Mortgages

Program: Ensure that homeowners can continue to live in their home for as long as they want.

Background: Reverse Annuity Mortgages allow senior citizens to convert the equity in their homes into regular monthly income, without giving up their property. San Mateo County has a program which provides seniors with information about all of the home equity conversion options, helps with the paper work, provides financial analysis and consultation for Reverse Annuity Mortgages (RAM).

Recommendation: Refer all inquires to San Mateo County's Home Equity Conversion Program, administered by the Human Investment Project. The Town should include an article in the Town's newsletter about this program.

The Town should continue to direct Community Development Block Grant funds to San Mateo County for distribution to this program.

22. Senior Home Repair Service

Program: Provide information to the public about local organizations which offer home repair services for seniors, because this service will make it easier for seniors to remain in their homes and also help to maintain the housing stock.

Background:

There are numerous Senior Centers in San Mateo County which offer assistance in home repairs for seniors. Some of these programs offer subsidized services and others maintain a list of skilled workers (i.e. plumbers) who charge below market rates.

San Mateo County also has a Home Repair Program to assist low- and moderate-income homeowners in rehabilitating their residence.

Recommendation:

The Town shall maintain a list of organizations that provide Home Repair services for seniors and refer homeowners to these and the County Program. In addition, the Town should continue to direct Community Development Block Grant funds to San Mateo County for distribution to this program.

This and other information related to maintaining existing housing affordability should be included as part of the Public Information Program (Program 18).

23. Housing Accessibility for Disabled Persons

Program:

Enable mobility-impaired persons to access their homes.

Background:

Some of the Town's Community Development Block Grant funds that are distributed by San Mateo County are used to support this program at the Center for Independence of the Disabled. Most of the accessibility modifications include wheelchair ramps and grab bars. Three Woodside residents have used the Center's services, but none have requested residential access modifications.

Recommendation:

The Town should continue to direct Community Development Block Grant funds to San Mateo County for distribution to this program and direct all inquires for house modifications for the disabled to this program.

24. Senior Citizen Property Tax Postponement Program

Program: Provide senior homeowners with a means of postponing property taxes with the benefit of extending the length of time they can remain in their own home.

Background: The State created this program in 1984. At this time there are approximately 10 senior homeowners in Woodside who are postponing their taxes. In the whole County, there are 600 seniors deferring their property taxes.

Recommendation: Continue to support this program. Town staff will refer all inquires to the County Tax Collector's office.

25. Affordable Housing Overlay Zone

Program: Encourage the development of affordable senior housing.

Background: This new Housing Element Program will promote larger scale (as opposed to second units) affordable housing development in Woodside.

Recommendation: Develop an "Affordable Housing Overlay'' zoning category to apply to a select few parcels in Woodside, as listed on page 31, on which a project which proposes 100% affordable senior housing would be permitted a higher density (e.g., 20 units per acre with the potential for a maximum of 30 units per acre), subject to appropriate development standards for affordable housing projects including maximum floor area ratios, building heights and setbacks, parking requirements and other necessary standards. In addition, consideration shall be given to enhancing permit processing time and reducing standard fees to facilitate affordable housing projects.

26. Second Unit Ordinance Modifications

Program: Modify the ordinance that permits second dwelling units (rental housing units).

Background: State law now provides for local jurisdiction ordinances to allow second units up to 1,200 square feet in size, rather than 640 square feet previously allowed. The Town's Code limits second units to 720 square feet.

Recommendation: Modify the Town's Code to accommodate the 1,200 square foot maximum for second dwelling units. In addition, provide the following modifications to the Second Unit Ordinance and create a second amnesty period for pre-existing second units to encourage the development and permitting of second units:

1) Permit new detached rental units as an allowable use in all residential zoning districts except the R-1 District, (attached units are presently allowed in all residential zoning districts) and;

2) Establish an amnesty period of reasonable duration (e.g., 4-6 months) during which units built before 1985 up to 1,200 square feet in size (excluding a garage), which normally would not qualify as rental units under current zoning regulations, would qualify as legal rental units. Multiple second units would be allowed as long as they conform to setback requirements.

Notify property owners with such existing second units and provide appropriate incentives for them to obtain a permit (e.g., minimal fee, fast track process).

3) The Town will consider stimulating the construction of new second units through a temporary ordinance waiving a portion of the permit fee, and by fast-tracking the planning approval process.

27. Mobile Home Ordinance

Program: Modify Town's Zoning Regulations, as it pertains to Mobile Homes, to be consistent with State Law.

Background: State Law generally requires that local jurisdictions allow "manufactured housing'' (mobile home on

foundations) subject only to the same development standards to which a conventional single family residential dwelling on the same lot would be subject, including, but not limited to, building setback standards, side and rear yard requirements, standards for enclosures, access, and vehicle parking, aesthetic requirements, and minimum square footage requirements.

Recommendation: The Town should alter its Zoning Regulations to be consistent with State Law.

28. Special Conservation Planning Zone ("SCP")

Program: Evaluate the provisions of code to allow very slight increases in development potential while improving environmental protection features.

Background: The Town has previously committed to studying the "SCP" (Special Conservation Planning) zoning category for areas near Runnymede Road and Raymundo Drive.

Recommendation: In addition to the continued study of the "SCP" zoning category, the Town should evaluate the provisions of the code to allow greater flexibility for lot sizes within the district, through "averaging" of lot sizes, rather than requiring minimum lot sizes.

SUMMARY OF HOUSING PROGRAMS

2682 The quantified objectives for the Town during the period 1990 to 1995 (extended to 1999 by the State legislature) are summarized in the following table. These Program targets are based upon already approved units, recent development trends in Woodside, and Town Staff projections for new housing development opportunities which could occur within the time frame of the Housing Element update.

2683 Based upon the quantified Program targets, the Town of Woodside can meet a substantial portion of the projected need for 332 additional dwelling units between 1990 - 1999. Between 1988 and 1995, 75 new units were approved. Town staff estimates, based upon currently available sites in the Town and anticipated actions supported by Housing Element Programs, that approximately 237 new market rate and affordable housing units could be developed by 1999. Of these 237 projected units, 95 would be new market rate single

family dwelling units and 142 would be a mixture of affordable second units and other new affordable housing construction. Based on these estimates, the Housing Element programs would slightly exceed projected low and moderate income needs.

2684 The implementation of the auxiliary unit rental programs is expected to provide up to 42 affordable rental units during this time frame. The second unit rental program, which provides for the construction of new units as well as the conversion of existing structures to rental units, has and will continue to fulfill a long-standing need for smaller affordable housing units in the area. The Town's 1992 rental survey indicates that these units will be affordable to very low-to-moderate income households.

2685 In addition, development of new higher density affordable housing on parcels excessed by Canada College could yield 150-360 units through the provision of an affordable housing overlay zone with a maximum density range of 20-30 units per acre. Within the time-frame of this Housing Element Update, 100 units are projected. Any given development plan would need to conform to Woodside development standards and environmental review procedures. Therefore, these development maximums may exceed what can feasibly be designed for a given site.

2686 As noted in the discussion of Housing Needs beginning on page 5 of this Housing Element Update, Woodside's projected housing need developed in 1988 by ABAG, significantly exceeded what feasibly could be developed on two key sites. Adjusting for this disparity in ABAG's estimates (i.e., an excess of up to 84 units) the projected 237 new housing units described in this section would meet approximately 96% of the remaining 248 unit housing need (i.e., 332 units 1990-99 remaining ABAG projected housing need - 84 units = 248 remaining units).

Quantified Housing Objectives 1990 – 1999					
Program	Above Moderate Income	Moderate Income	Low Income	Very Low Income	Explanation
7. Auxiliary Rental Units		10	11	11	22 new auxiliary units were approved 1990-95. Approximately five auxiliary rental units per year were approved 1992-95.
1, 13, 14, 18, 25. New Affordable Housing Development		35	25	40	Affordable housing development on site "H" to be excessed by Canada College could yield up to 150 units with a 20 unit/acre affordable housing overlay zone. During the Housing Element period, it is anticipated that 100 units could be built.
11 & 12. Rehab. & Expansion of Housing; Sewer/Septic	95				This figure represents the number of single family units that may be built by 1999 based on recent development trends in Woodside. Buildout potential in Woodside is 270 units.
Total Projected Units	95	55	36	51	Grand Total is 237 units.
Percentage of ABAG Housing Need Projections 1988-1995 Anticipated to be Achieved by Housing Element Programs	80 % (95 / 119)	102 % (65 / 54)	103 % (36/ 35)	104 % (51/ 49)	

ACTION PROGRAM

2687 As required by State law, Section 65583© of AB 2853, an implementation program has been established in order to implement the goals, policies and objectives contained in the Housing Element. As noted above, recent State legislation extends the time frame for Housing Element Program implementation from five to nine years, to 1999. The final table describes Woodside's Action Plan and identifies the schedule, status, agencies and officials responsible for the implementation of the various program actions.

Action Program
1990 – 1997

Existing and New Programs	Program or Program Objective No.	Responsible Entity	Schedule	Status
1. Mapping of Adequate Sites for Housing	05,011	Planning Staff	1990, 1995 Updates	On-Going periodically
2. Consultation and Provision of Information	010,012	Town Staff		On-Going
3. Mobile Home Housing and Zoning Study	P8,06,08	Town Staff		Not Completed - Replaced by Program 27
4. Citizen Input Regarding Development of Affordable Housing	01,05,P1	Town Council, Planning Commission, Citizen Comm., and Citizens		On-Going
5. Commission Report on Housing Issues	01,02,05,P4	Town Council, Plann. Commission	1990 1997	Completed New
6. Zoning for Senior Housing	06,010	Town Council, Plann. Commission, Town Staff		Not completed. Addressed in Program 25
7. Permitting Auxiliary Rental Units	P8	Town Council, Plann. Commission, Town Staff	1990	On-Going
8. Block Grant Funds to San Mateo County	P3	Town Council, County HCD		On-Going
9. Request Legislation for Utility Consistency with Local Plans	08,P6	Town Council, Town Staff	1997	Coordination initiative
10. Housing Code Enforcement	014	Town Staff		On-Going
11. Rehabilitation and Expansion of Existing Housing Stock	07,09,010,012 014,P7	Planning Commission, Town Staff, County HCD		On-Going
12. Sewage/Septic Study for Existing Older Housing Units	08,10	Town Council, Town Staff	1997 (extension projects)	Seek sewer extensions

Existing and New Programs	Program or Program Objective No.	Responsible Entity	Schedule	Status
13. Coordination with Other Jurisdictions	03,04,05,P2	Town Council, Town Staff		On-Going
14. Provision of Housing appropriate for Older Persons	04,06,014,P5	Town Council, Planning Comm., Town Staff		On-Going
15. Encouragement of Energy Conservation	09,013	Town Staff, Arch. & Site Review Brd., Planning Comm., PG&E.		On-Going
16. Equal Housing Opportunities	015,P1,P3	Mid-Peninsula Citizen for Fair Housing, County HCD, Town Council		On-Going
17. Conservation of Existing Affordable Housing	07	Town Council, Planning Commission	1997	New Ordinance
18. Assist the Development of Affordable Housing for Low- and Moderate Income Households	010,P2,P3,P9	Town Council, Planning Comm., Town Staff	1997	Develop Public Info. Program
19. Shared Housing	04,07,P3	Human Investment Project, County HCD, Town Council		On-Going
20. Density Bonus	010,016	Town Council, Planning Commission	1997	Adopt Ordinance
21. Reverse Annuity Mortgages	P3	Human Investment Project, County HCD, Town Council		On-Going
22. Senior Home Repair Service	07,P3	County HCD, Town Council, Town Staff, Senior Center		Ongoing
23. Housing Accessibility for Disabled Persons	P3,P5	Center for the Independence of the Disabled, County HCD, Town Council		On-Going
24. Senior Citizen Property Tax Postponement Program	P4,O2	State of Calif., County Tax Assessor		On-Going
25. Affordable Housing Overlay	P2, P4,P5,O3,O4,O14	Town Council, Town Planning Staff	1997	New Ordinance
26. Second Unit Modifications	P7,	Town Council, Town Planning Staff	1997	New - Modify Ordinance
27. Mobile Home Ordinance	O6,O11	Town Council, Town Planning Staff	1998	New - Modify Ordinance
28. Special Conservation Planning Zone ("SCP")	O14	Town Planning Staff, Planning Commission	1998	New Study

Table 2: City/County Population and Housing Estimates, January 1, 1997
County of: SAN MATEO
Official State Estimates

CITY / COUNTY	POPULATION			HOUSING UNITS								PERSONS PER
					SINGLE		MULTIPLE					
	TOTAL	HOUSE-HOLD	GROUP QUARTER	TOTAL	DETACHED	ATTACHED	2 TO 4	5 PLUS	MOBILE HOMES	OCCU-PIED	% VACANT	HOUSE-HOLD
ATHERTON	7372	6963	409	2546	2491	27	5	23	0	2430	4.56	2.865
BELMONT	25218	24760	458	10605	6185	458	228	3730	4	10384	2.08	2.384
BRISBANE	3205	3157	48	1432	923	33	159	254	63	1347	5.94	2.344
BURLINGAME	28567	28046	521	13032	6145	339	1004	5541	3	12442	4.53	2.254
COLMA	1240	1193	47	470	204	22	66	108	70	446	5.11	2.675
DALY CITY	101349	100454	895	31674	14693	4472	3746	8150	613	30463	3.82	3.298
EAST PALO ALTO	25051	24630	421	7300	3560	243	217	3018	262	6905	5.41	3.567
FOSTER CITY	29769	29661	108	11990	4825	2519	698	3944	4	11442	4.57	2.592
HALF MOON BAY	10852	10704	148	3884	2439	460	344	315	326	3581	7.80	2.989
HILLSBOROUGH	11328	11322	6	3855	3811	18	7	14	5	3690	4.28	3.068
MENLO PARK	30554	29479	1075	12564	6603	903	1519	3531	8	12122	3.52	2.432
MILLBRAE	21447	21122	325	8238	5407	237	416	2175	3	8011	2.76	2.637
PACIFICA	39667	39527	140	14083	10059	745	746	2425	108	13673	2.91	2.891
PORTOLA VALLEY	4470	4425	45	1723	1463	18	10	229	3	1677	2.67	2.639
REDWOOD CITY	73225	71448	1777	28085	13144	3052	2362	8915	612	26669	5.04	2.679
SAN BRUNO	40814	39667	1147	15190	8968	486	1165	4481	90	14652	3.54	2.707
SAN CARLOS	28074	28013	61	11590	8147	527	434	2438	44	11290	2.59	2.481
SAN MATEO	92180	90497	1683	37685	17498	3269	2631	14273	14	36207	3.92	2.499
SOUTH SAN FRANCISCO	57608	57055	553	19446	11145	2336	1612	3948	405	18873	2.95	3.023
WOODSIDE	5468	5468	0	1954	1861	53	14	22	4	1872	4.20	2.921
UNINCORPORATED	63632	61499	2133	21265	17285	694	956	1425	905	20275	4.66	3.033
INCORPORATED	637458	627591	9867	237346	129571	20217	17383	67534	2641	228176	3.86	2.750
TOTAL COUNTY	701090	689090	12000	258611	146856	20911	18339	68959	3546	248451	3.93	2.774

Table 2: City/County Population and Housing Estimates, January 1, 1996
County of: SAN MATEO
Official State Estimates

CITY / COUNTY	POPULATION			HOUSING UNITS								PERSONS PER
					SINGLE		MULTIPLE					
	TOTAL	HOUSE-HOLD	GROUP QUARTER	TOTAL	DETACHED	ATTACHED	2 TO 4	5 PLUS	MOBILE HOMES	OCCU-PIED	% VACANT	HOUSE-HOLD
ATHERTON	7324	6915	409	2542	2487	27	5	23	0	2426	4.56	2.850
BELMONT	25016	24558	458	10578	6158	458	228	3730	4	10358	2.08	2.371
BRISBANE	3126	3078	48	1404	921	33	159	228	63	1321	5.91	2.330
BURLINGAME	28200	27727	473	12956	6142	339	993	5479	3	12369	4.53	2.242
COLMA	1233	1186	47	470	204	22	66	108	70	446	5.11	2.659
DALY CITY	99866	98971	895	31382	14588	4472	3601	8109	612	30182	3.82	3.279
EAST PALO ALTO	24905	24484	421	7297	3557	243	217	3018	262	6902	5.41	3.547
FOSTER CITY	29385	29277	108	11903	4798	2519	698	3884	4	11359	4.57	2.577
HALF MOON BAY	10628	10480	148	3824	2433	442	308	315	326	3526	7.79	2.972
HILLSBOROUGH	11240	11234	6	3847	3803	18	7	14	5	3682	4.29	3.051
MENLO PARK	30289	29214	1075	12519	6592	869	1519	3531	8	12079	3.51	2.419
MILLBRAE	21326	21001	325	8236	5405	237	416	2175	3	8009	2.76	2.622
PACIFICA	39302	39162	140	14032	10038	717	744	2425	108	13623	2.91	2.875
PORTOLA VALLEY	4422	4377	45	1714	1454	18	10	229	3	1668	2.68	2.624
REDWOOD CITY	72039	70262	1777	27775	13047	3052	2355	8709	612	26375	5.04	2.664
SAN BRUNO	40590	39443	1147	15191	8969	486	1165	4481	90	14653	3.54	2.692
SAN CARLOS	27900	27839	61	11584	8146	527	434	2433	44	11284	2.59	2.467
SAN MATEO	91497	89814	1683	37615	17482	3269	2629	14221	14	36140	3.92	2.485
SOUTH SAN FRANCISCO	57165	56612	553	19406	11120	2336	1612	3933	405	18834	2.95	3.006
WOODSIDE	5393	5393	0	1938	1845	53	14	22	4	1857	4.18	2.904
UNINCORPORATED	62970	60837	2133	21158	17198	694	956	1405	905	20173	4.66	3.016
INCORPORATED	630846	621027	9819	236213	129189	20137	17180	67067	2640	227093	3.86	2.735
TOTAL COUNTY	693816	681864	11952	257371	146387	20831	18136	68472	3545	247266	3.93	2.758

U.C. BERKELEY LIBRARIES
C101698117